





GOVT PUBNS












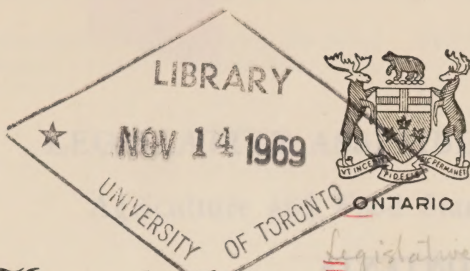






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Legislative assembly

# Legislature of Ontario Debates

**STANDING COMMITTEE ON SUPPLY**

**Department of Agriculture and Food**

Chairman: N. Whitney, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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**Monday, October 27, 1969**

**Afternoon Session**

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**Speaker: Honourable Fred McIntosh Cass, Q.C.**

**Clerk: Roderick Lewis, Q.C.**

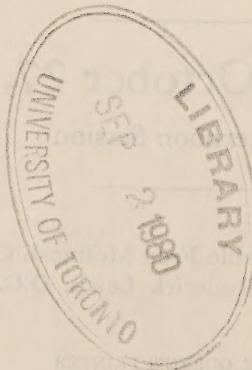
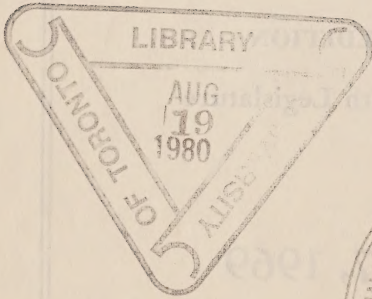
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## CONTENTS

Monday, October 27, 1969

Head office administration .....	S-iii
Recess .....	S-xxix





# LEGISLATIVE ASSEMBLY OF ONTARIO

## Agriculture and Food Standing Committee

MONDAY, OCTOBER 27, 1969

### ON THE ESTIMATES—DEPARTMENT OF AGRICULTURE AND FOOD

The committee met at 3.30 p.m. in committee room one.

**Mr. Chairman:** Gentlemen, before we get under way, I think that you appreciate that as we endeavour to conduct this committee—we are the first ones to try this out in a similar manner to that done in the Legislature—there, of course, may be some attendant difficulty in regard to microphones and the set up. But I believe that our staff has endeavoured to co-operate in every way, and perhaps as time goes on some suggestions for improvements can be made. I by no means suggest that everything will be perfect for this first meeting. I notice that the question of smoking has arisen. I would like to know the wishes of the committee in this regard.

Interjections by hon. members.

**Mr. Chairman:** The suggestion was made that we should carry on. Would you care to make that a motion?

**Mr. L. C. Henderson (Lambton):** Yes. I would make a motion which would include no smoking.

**Mr. Chairman:** All in favour of this motion will please stand. All contrary will please stand. I declare the motion carried.

I wish to explain further that in this set up, each speaker who wishes to press a question to the chairman or to the Minister, will stand. He may indicate to the chairman that he wishes to speak, either by note or by a motion such as raising his hand in some way, and we will try to take the speakers in order to the best of our ability. But when he actually starts to speak, he should stand because the microphone set up is very similar to that in the Legislature. I might say we try to make different provisions for the officials who will be supporting the Minister on occasion, in order that if they are doing any talk-

ing among themselves, their voices would not carry into the general microphone. That pretty well concludes my opening remarks. If there are any questions before we get under way I would be very glad to—

Interjection by an hon. member.

**Mr. Chairman:** Yes, I am very glad you mentioned that. The general ruling on substitution is that provided that the chairman has advice prior to the time that the meeting starts that some member will be absent and that some member is willing to substitute for him for that particular meeting, it will be allowed. It only applies to each sitting. The chairman must have the advice before the meeting starts and there will be no substitution during the course of the meeting. While the meeting is in progress the member only, or the substitute member only, can vote. At the next session the vote can revert to the usual member or there could be other substitutions, providing that the chairman is advised. Mr. Henderson?

**Mr. Henderson:** Mr. Chairman, I am informed by our Whip that Mr. Connell is substituting for Mr. Belanger today. I want to go further here. I was under the impression that other members of Parliament can come in and settle in the spectators' chairs. Now, just one thought crossed my mind, and before there is an argument over it, I would like to get a ruling on it. Let us say I should have some people from my riding, or any of the other members come in tomorrow. What is the seating situation for them?

**Mr. Chairman:** I believe that you can see for yourself that our seating situation is definitely limited. We do have these chairs here at the side—the extra overflow chairs. I think you can see that where the tables are they are all allotted for members of the committee. Of course, others members of the Legislature will be free to come here and on occasion speak, if they wish, and be allowed

to express an opinion on occasion. But they will not be allowed to vote, of course.

Mr. Henderson: But they will supersede spectators in these chairs?

Mr. Chairman: Oh yes, very definitely.

Interjection by an hon. member.

Mr. Chairman: That is right. This is not for the spectators. Mr. Makarchuk?

Mr. M. Makarchuk (Brantford): I would like to move, seconded by Mr. Burr (Sandwich-Riverside), that this committee rise and report to the House, and request the House for permission to hire adequate stenographic staff. The purpose behind the motion, Mr. Chairman, is that when it was decided to go into committees, they were supposed to have the same weight and responsibility as the House itself. By denying this committee adequate stenographic staff, we prevent, first, the press an opportunity to read *Hansard* to find out what went on in committee; and second, the public is left out.

By the end of the 20-day period—the Speaker said that *Hansard* will be available in 20 days—everything that is said and done in this particular committee will have become completely irrelevant. Now I reject the argument advanced that it is impossible. Mr. Chairman, if we can get to the moon, I am damned sure we can get stenographic services in Toronto. I do not think it is impossible. We should have proper stenographic services here.

Mr. Chairman: Is there any discussion on this motion?

Mr. M. Gaunt (Huron-Bruce): First of all, I think that I would have to support the motion. I was of the understanding all along that this committee was viewed as an extension of the Legislature, and in so being it was to record and put out in bound copy the proceedings that were to take place here. Now, it seems to me that there is a difficulty here, but I have to point out that I asked if there was any possibility that the committee could put off or postpone the sittings for one day, because I had a commitment in my riding. I had made that commitment some while ago and it could not be changed but I was told that there was no chance that that could be changed. Now, that is all right. I do not argue with that. But that of course presupposes that all the facilities that we had thought would be available to us were, in actual fact, available. So we find out that this

is not the case and the commitment that we were given earlier is not being fulfilled.

Interjections by hon. members.

Mr. Henderson: Mr. Chairman, I would have to oppose this motion. After all, we have got together here as a pre caucus committee. We are trying to work out some way that we can expedite the business of the House. It has worked out. This was pretty well debated within the House today. Our Speaker explained the situation and I will oppose this motion.

Mr. Makarchuk: Mr. Chairman, I understand arrangements have been made previously that if the division bell rings, this committee suspends its business. I submit that we suspend our business.

Mr. Chairman: That is quite true, but I had hoped that we might have a happier motion to consider, at which time we would go about our business. All in favour of Mr. Makarchuk's motion, seconded by Mr. Burr, That this committee rise and report to the House and request the House for permission to have adequate stenographic service. All in favour of this motion?

Please rise for the vote. All opposed to this motion please rise. I declare the motion lost, and I would ask a motion that this committee be now enjoined to return to the House since the bell is ringing.

Motion agreed to.

The committee adjourned, then resumed.

Mr. Chairman: The committee will now come to order.

Mr. D. Paterson (Essex South): This is a request to discover if the so-called "parliamentary immunity" as regards to civil action for anything that we say or do in this committee still applies, due to the nature of the changes in these estimates.

Mr. Chairman: I think that is a matter that probably can be properly answered by the clerk, but I would certainly agree. I have never seen anything—

Mr. Gaunt: Well, Mr. Chairman, in view of what happened just a moment ago, I am wondering if I can be permitted to make a suggestion, and I pose this to the Speaker who, I believe, has left now, and to the clerk. It seems to me that if we are going to adjourn every time we have a vote in the House, then we are going to encounter some difficulty, and I am just wondering if we could not arrange



the system whereby we can take the count both here and in the House, and not adjourn. Is this possible?

Interjections by hon. members.

**Mr. Gaunt:** Well, we would have to have that presented to us.

**An hon. member:** But we don't pull them down here when we want to vote. It works both ways. Let us retire to the House.

**Mr. Gaunt:** The point is, this thing can go on and on all afternoon, and we would not get anything done here. They did not have a quorum in there and we have to go up there, and we just got there and the thing was settled. If we are going to encounter those kinds of problems, we will not get very much done here.

Interjection by an hon. member.

**Mr. Chairman:** I think that is a very good suggestion and I think that would certainly avoid anything of that kind in future.

Interjections by hon. members.

**Mr. Chairman:** Department of Agriculture and Food—page No. 8—the estimates—vote 101. This is very much the same as the Legislature. This is to give an opportunity to the members of the agricultural committee to ask direct questions of the Minister, to the chairman, and make your amendments if you so desire. They shall be voted on, and the votes counted in a standing vote. Of course, I think you understand, Mr. Spence (Kent), that after this committee has reported to the Legislature, there are still several hours left during which the Legislature, as a whole, can debate the estimates of The Department of Agriculture and Food.

**Mr. J. P. Spence (Kent):** Do we go by items? Oh yes, by votes.

**Mr. Chairman:** We go by items and we would hope that everyone would attempt to keep within the terms of the particular vote that we are dealing with. We will keep things in order by starting that way; by just dealing with the vote item by item. Certainly a lot of the general discussion, perhaps, could be reserved for the Legislature. Now, vote 101.

**Mr. Makarchuk:** Mr. Chairman, vote 101 is under general expenditures for head office administration. You will notice that the difference in expenses from last year to this year has tripled. Is this just a bookkeeping

matter, or have they really gone up by that amount? In other words, they have gone from about \$498,000 to \$1,870,000, which is more than triple. Would the Minister please comment?

**Mr. E. M. Biggs (Deputy Minister):** Mr. Chairman, we have been, through the direction of Treasury people, re-adjusting the estimates over results. There is a combination between the finance and administration and the general funds of the administration. The total is greater in one place than actual costs. It is an attempt to streamline the whole.

**Mr. Makarchuk:** Well, in that case, Mr. Minister, the comparison between last year—this is the total expenditure. Last year it was \$43,144,000, this year the total expenditure is \$56,665,000. Would you indicate where the increases have come about, and what particular philosophic inclination was responsible for the increases at a time when you said that they are cutting back on expenses.

**Hon. W. A. Stewart (Minister of Agriculture and Food):** Mr. Chairman, with respect to the question which the hon. member has raised, we should deal with these as you indicated in your statement—deal with them vote by vote and item by item as we come to those matters—then I think we can deal with them as we come to them.

**Mr. Chairman:** Mr. Gaunt.

**Mr. Gaunt:** Mr. Chairman, I am seeking some direction here. I am wondering under what vote we would discuss the Farm Income Report. Would it be vote 101? And assessment—farm assessment?

**Hon. Mr. Stewart:** Farm assessment does not come under The Department of Agriculture.

**Mr. Gaunt:** There is no vehicle through which we could discuss—

**Hon. Mr. Stewart:** No.

**Mr. Gaunt:** Would not that be under General Policies?

**Hon. Mr. Stewart:** No. That has nothing to do with our department. That comes under The Department of Municipal Affairs.

**Mr. Gaunt:** What about the Corn Report?

**Hon. Mr. Stewart:** The Corn Report is this, yes.

**Mr. Gaunt:** And the fertilizer industry?



**Hon. Mr. Stewart:** Yes, yes.

**Mr. Gaunt:** That would all be under vote 101? Well, if I may, Mr. Chairman, I would like to ask a number of questions. First of all, in respect to the Farm Income Report, I know that there are a number of areas in the report that have not been acted upon as far as the department is concerned. Perhaps there is a very good reason for that, in that the Farm Income Report placed a heavy emphasis on the GFO vote, which was turned down by the farmers and perhaps a lot of these other things are going to fall by the wayside. In any case, I am wondering, first of all, about the programme Can Farm. It seemed to me that there was quite a lot of interest and emphasis in the report about management—farm management; bookkeeping, and Can Farm, according to my information is one of the better programmes. Now I am wondering, first of all, why the department has not promoted it to a greater extent; why they have not adopted the report recommendation saying that Can Farm would be made mandatory for all of those people dealing with government in any way, shape or form, either through ARDA or through the Junior Farmer Loan Board, and so on. I am wondering why this has not been done, because it seems to me like an excellent idea.

**Hon. Mr. Stewart:** Well, Mr. Chairman, the recommendations of the Farm Income Committee Report, insofar as the department is concerned, have mostly been implemented. First of all, the consolidation of credit has been dealt with. We had hoped that, through negotiations with the federal government, we would be able to establish a joint farm credit policy. Unfortunately they were not able to do this, and so at the sessions with the federal government, the federal Minister of Agriculture and his officials, we decided to abandon the programme of the junior farmer loan and concentrate on the other recommendation of the report, which stipulated or recommended increased emphasis on farm business management and the accounting and extension services. Now, this was done in full concurrence and with the full knowledge of the federal department people, who assured us that when we pulled out of the junior farmer loan field, they would take up the loans that we would not be granting this year. And I think it is fair to say that when we entered the junior farmer loan field a few years ago—I should say re-entered that field—we re-entered it for a specific purpose, and that was not to

be in competition with the federal government, but that we could provide loans to farmers, sons, or family relationships that could not be provided under the Farm Credit Corporation structure at that time.

There was a weakness, I felt, in the Farm Credit Corporation plan, in that they required each unit to be a self-contained viable unit, as I believe they called it, and this meant that the farmer would have to have sufficient equipment and livestock and land to carry on an economic viable unit. Now, this seemed to be a duplication of capital, because there were many instances where a farmer with one or two or three sons, or if there were brothers establishing a relationship, or a co-operative type venture of a farm, that they surely should not be required to buy all that additional capital, to use up on the same number of acres. So we implemented the junior farmer loan plan, or re-established the junior farmer loan plan, simply to provide that element of credit, so that, where there was a family farm agreement reached between the father and sons on the use of the equipment, or the use of the livestock, there could be a spreading of the overall capital over a larger acreage and a greater area and more farmers involved. We thought this was a good move. We did it. Since that time, the Farm Credit Corporation has amended its plan to take care of this principle that I have just enunciated, and so, really, we found ourselves, as the Farm Committee Report indicated, in competition with the federal Farm Credit Corporation. And I do not think it is any fit way to use taxpayers' money, whether it be federal or provincial, to provide duplication of services when one could provide it as well as the other. This is why we did it. Now, with regard to our extension programme—when we come to extension, we can enunciate what we have done in expanding that service and the method which we have taken to do this. But I would say with regard to Can Farm that the programme is not yet available. It is being developed through 1970 on a pilot basis, and I would agree with what the hon. member said.

It is a good programme. Those that are on this programme on an experimental basis seem to feel that it is useful; that it has a great many possibilities, but at the same time I do not think it is a programme in which we are ready to say, well, everybody must join right today. And frankly, I do not think that as a government, we should say at any time "Thou shalt belong to the Can Farm Programme if you are going to farm in Ontario"; I just do not think that is the kind

of language that farmers like, understand, or want. It seemed to me that we should point out the benefits of this and, through the farm organizations, hoping to gain their support for encouraging as many farmers as possible to join the service when it becomes available to everybody, when we get the kinks ironed out of it.

**Mr. Gaunt:** Well, Mr. Chairman, if I may: Then there was in actual fact consultation with the federal government before the programme was—

**Hon. Mr. Stewart:** Oh yes, oh yes—I mentioned that in the House. *Hansard* will record that.

**Mr. Gaunt:** Was there any discussion from the point of view of taking care of the young people who had junior farm loans at five per cent, and then found themselves in the position where they had to re-finance and instead of paying the five per cent on the Junior Farmer portion, they had to pay the increase on the whole amount so that, in effect, junior farmers were paid off and the new loan was strictly a federal one at federal interest rates. Was there any talk about that? Was there any attempt to make some kind of—

**Hon. Mr. Stewart:** Yes. Yes there was, and quite frankly it was not possible to do that, simply because the Farm Credit Corporation had the same stipulation as The Junior Farmer Loans Act in that it required a first mortgage to be held on the property offered for security. Now, the situation that you mention could be in reverse, and some have been where a Farm Credit Corporation loan was paid off by a junior farmer while the programme was operating. And that was paid off simply because we required a first mortgage on that property. The Farm Credit Corporation requires a first mortgage on the property as well.

So, we will take the junior farmer that you have mentioned, having a loan at five per cent interest rate, whatever it may be, and he had most of it paid off, let us say, and he needed more money to re-finance, to re-capitalize. So his only source then of government credit was to go to the Farm Credit Corporation. But they say to him: "We require a first mortgage." But he already has a first mortgage with the Junior Farmer Loan Board. So the only way he could obtain a first mortgage under the Farm Credit Corporation would be to agree to pay off that junior farmer mortgage, and then assume a

first mortgage with the Farm Credit Corporation. Now the difference between that programme and the programme where a farmer had a Farm Credit Corporation loan at, we will say, the old rate of interest that pertained many years ago, is simply that the Farm Credit Corporation already had a first mortgage on that fellow's farm. When he came back to re-negotiate and ask for more money he could get it, but the same corporation held the first mortgage. So what happened was that he had his original mortgage at this rate of interest and he had his new mortgage at the new rate of interest, and I suppose one could average the two and say that the interest rate would be less than the maximum which now pertains in the Farm Credit Corporation, but it would be greater than the minimum that would pertain under the original loan. Now this is what is known as a blended rate of interest. We went into this very thoroughly. I can see the point which Mr. Gaunt raises, Mr. Chairman, but frankly the terms of the Act are such that you cannot do anything about it.

**Mr. Gaunt:** Nothing could be worked out between the federal and provincial governments in that—

**Hon. Mr. Stewart:** No. Because of the terms of our Act, the legislation stands. I am sorry.

**Mr. Makarchuk:** Mr. Chairman, when the Ontario government was discussing the matter of opting out of the junior farmers loans with the federal government, did you receive any commitments or assurances from the federal government regarding the interest rates or percentages of equity on which loans would be allowed or length of repayment from the federal government?

**Hon. Mr. Stewart:** Only that the same policy would continue to pertain. This had to be passed.

**Mr. Makarchuk:** Did you make any effort to try to negotiate a lower interest rate, in other words, a limit on the interest rates on the loans that would be taken up by the farmers in this case?

**Hon. Mr. Stewart:** No, we did not.

**Mr. Gaunt:** Perhaps we could pursue this in view of the fact that perhaps there is not another spot, another vote, under which the programme can be discussed in view of the fact that it is cancelled. Would this—



Hon. Mr. Stewart: No, it does come up. It does come up later on. Yes, I believe you will find in 103 that it comes up under Advances to the Junior Farmer Establishment Loan, on page 10, Mr. Chairman.

Mr. Gaunt: Okay, fine now—

Mr. Makarchuk: Mr. Chairman, on a point of clarification on this particular vote. Are you going to go down with the main office information services—legal services? Is that what you are planning to do, or are you going to wander all over the place?

Mr. Chairman: There is some question in—in regard to the policy, and of course there is more latitude expressed on the main office votes than on any other vote throughout, so that we are allowing some latitude there. But we would hope that we would still get on the subject of the individual items contained in vote 101. Any further questions in regard to vote 101?

Mr. R. F. Ruston (Essex-Kent): Yes, Mr. Chairman. I would like to bring up a couple of things with regard to policy of the department and I think it is very important that we know where we are going in the agricultural economy of Ontario. I hear reports. I read accounts of different people in the department speaking. There was one not too long ago, where the average farmer has to have at least 600 acres, and I am just wondering if this is really the policy of the government. I see by the Ontario report—it is published by the hon. Stanley Randall (Minister of Trade and Development), that great promoter of industry in Ontario—that there are 70,000 commercial farms and 110,000 farms in the province. He separates them. He says there are 110,000 farms with an average acreage of 158. Well, if we are going to do as has been suggested by this department in some areas, that the farm is going to have 600 acres, we are going to phase out three-quarters of our farms if we do this. Now, I think that someone is on the wrong track here. A 600 acre farm may be a viable unit in some areas, but I think there are a great deal of areas in Ontario where 300 acres would be much more viable, and would probably pay a little more income tax at the end of the year. However, what bothers me a little if this trend continues, and is encouraged to continue, is that I can see within the next five to 10 years that farming in Ontario will be done by corporations. There will be no more family farms. The corporations will be taking over. They will be all

hired help, which of course would naturally be under union labour, and we would expect it to be. We would expect that they would get a decent salary. But what is this going to do to our agriculture, and to the people who have been so used to having cheap food? It is just going to throw it all out the window. I would certainly say that if this continues, that within the next five to 10 years we will be paying at least twice as much for our food. It says here that the average Ontario family spends 20 per cent of its take-home pay for food. I am not sure that I totally agree with that percentage, I guess it would depend on how much take-home pay you have. That is why statistics and percentages are very confusing, because someone making \$30,000 per year certainly is not going to pay 20 per cent, while someone making \$5,000 will pay 35 per cent. These things are very misleading and we should not place too much credence on them, because statistics can be used in whatever way you want to use them. But this is one thing that worries me considerably. I think the potential in Ontario for producing, for encouraging production, of some items that we are importing is also a phase which the department should be looking into and the department should be encouraging. Just a few weeks ago the Minister of Trade and Development went to the United States to get the companies to come to supply employment for slow-growth areas and giving up to \$500,000 if they will come in and hire so many people for a period of six years. Also the money does not have to be paid back—

Mr. Chairman: Pardon me, but this is not a part of the—

Mr. Ruston: It is your policy.

Mr. Chairman: It is not agriculture and—

Mr. Ruston: Well, leading up to what the policy of the government is in one department and not the other—

Mr. Chairman: Sir, you have had the opportunity to discuss that in the—

Mr. Ruston: Well, I think I have the opportunity now to find out what the policy is of the Minister with regard to—

Mr. Chairman: It is not the Minister of Agriculture and Food who is responsible for the contributions to this company.

Mr. Ruston: Well, he is responsible for the contributions to agriculture. His responsibility is the agricultural economy of this province.



**Mr. Chairman:** This company does not make the rules. This department does not make the rules.

**Mr. Ruston:** Okay, we will forget about Mr. Randall then. Now, what is The Department of Agriculture and Food actually doing to encourage production of corn and soya beans? Rather than discourage—encourage production of corn and soya beans so that in a few years' time we could be self-sufficient for these products, and I think this is very feasible. With the methods now that are coming along, with production, I think, this would save us a great deal of money. We talk about how we would like to have things produced in Canada if at all possible, and I think these things can be produced in Canada at a competitive price, I think, if they were encouraged. Of course part of the cost, we are aware, is the input cost, which some of my other colleagues were bringing up, but when we talk about input costs and crops, we have that this year in my own area, where the input costs stay the same. As far as the school taxes, we have got one of the highest areas of school costs on farm property in the world, and yet if we have a poor crop, we have no compensation to help us out so there are a lot of areas, I think, that this department has been very lax in.

I do not think that they contact the federal government enough on problems of agriculture in our area and I do not think that the Minister has been at all active in trying to promote the agriculture industry in Ontario. I think that there is a great potential there for keeping employment. The farmers found this out. I think they furnish about 30 per cent of our employment in the province and as this deteriorates, well, of course they have to go to some other area. So that means that possibly the government has to spend large sums of money to pick up this slack in employment. I think that as far as policy goes, which we are talking about now in this first vote, I think that the government has been very lax in not encouraging and promoting agricultural production in this province.

Now I would like to say maybe a word or two with regards to the crop losses in our area and some of the reports that people do not need assistance. These people do not ask for outright gifts, and yet the Minister of Municipal Affairs has told us through the Minister of Agriculture and Food that they can set up a disaster area and if the municipality raises a dollar the province will match it and perhaps the federal government will match that. Yet these are outright gifts. This

money then is gone. I think that if it was a loan that had to be paid back, at least the money is coming back. The men realize this, so I think that the Minister has taken a wrong look at this. I know he says that crop insurance is available but I would like to get into that when the crop insurance vote comes up, and I am sure there are a number of things that we would like to mention on that. That is all I have to say now.

**Hon. Mr. Stewart:** With reference to the statements made in connection with the 600-acre farm, I am going to ask my deputy to speak to that because I believe that you are referring to a press statement that was attributed to him some time ago.

In connection with this business of soya beans I am afraid my hon. friend, Mr. Chairman, has not really been aware of the enormous research and production technology that has been made available in the soya bean industry. For instance, the University of Guelph through the research branch of our department, has done a tremendous amount of work in this regard. You will recall the soya bean exhibit that was at the recent ploughing match, if you attended the ploughing match, and if you saw that exhibit you could not help but be impressed by the use to which soya beans can be put. We feel that here is an opportunity for practical farmers to grow soya beans to provide the protein supplement that they need on their own farms. Many of them are doing it now.

We feel that through this new technology that is available we can do a great deal along this line. I have personally visited the research test plots at the OAC on many occasions to see the enormous amount of research that is going into the greater yields of soya beans, that we hope will be produced in the future by various means of hormone treatment on those plants in spray applications. Now this opens up a whole new future, and I would think that within the next, what three to four years, Dr. Humphrey, that this probably will be made public—maybe in even less time than that. So it would seem to me that there is all kinds of opportunity here, and perhaps Dr. Humphrey could enlarge on this in a few months time. I could say this, however, that we are unlikely to increase the production of soya beans in Canada—and certainly Ontario is the only place they can really grow—to any appreciable degree, as long as there remains an open border in which the federal government sees no possibility or takes no action in imposing any limits of importation or imposes any tariff.

The only hindrance to beans crossing that border today is the 8 per cent on the money, or whatever that rate may be. Otherwise they flow in freely.

The United States produces one billion, three hundred million bushels of soya beans annually. We produce between, what, eight to 10 million bushels a year here in this country. What possible chance have we to compete in that regard? We produce perhaps one third of the soya beans in Ontario that we use in Ontario in various types of feeds. The hon. member is quite right; there is no question, there is—almost, I was going to say—an unlimited potential to produce soya beans in this province. We can produce them not only in southwestern Ontario, but we can produce them all along the southern part of the province in greatly increased acreage than we have today. But it is difficult to produce these beans when we are in competition with the enormous production of the United States. It is a free competition, so that we find ourselves in difficulty in this regard. With regard to corn production, Professor George Jones of the University of Guelph has, I think, done more than any other single person in the province of Ontario to expand corn production by promoting, through extension service of one type or another, the use of corn, the value of corn, both as fodder and silage crop, as well as grain crop production. Certainly, all one has to do is look at the tremendous increase in acreage of corn that has taken place over the last number of years, and to see the emphasis that has been placed on high-energy feed production in Ontario, to illustrate that we have tried to reach the optimum production of high-energy feed in this province. I well recall that when I came into this department as Minister, the first meeting that I had with my staff had to do with self-sufficiency in feed grain production in this province and at that time we were running about 20 per cent deficient, as I recall, in feed grain production. We were bringing this in from western Canada. We stepped up our feed grain production here through the introduction of the newer varieties of early maturing corn, to the place where we have far surpassed that deficiency of 20 per cent. But because our livestock and poultry production has advanced to such an extent in Ontario, we are still deficient to some degree in feed grain supplies. But I could say that in my opinion, if price warranted it, we could likely become self-sufficient in feed grain production in Ontario, if price was conducive as an incentive to farmers to grow this

crop. Now, my hon. friend suggests that we have not done anything to promote production. On the one hand, we have farm organizations that are quite critical of the fact that our emphasis has been on production, and are critical of the fact that we have not paid nearly as much attention as we should have—and perhaps this argument is advanced with justification—to marketing the production of our farms. We recognize that there is a job to be done in marketing and that we have to assist our farm organizations and our farm marketing boards in this particular regard. But I have some reservations, Mr. Chairman, with great respect, to the accusation that we have done nothing to promote production. We have indeed, and really I wonder sometimes if the greatest problem that faces Ontario agriculture today is the very fact that we are able to produce in such abundance that we are not able to begin to dispose of that production within our borders. Perhaps the greatest problem we face today is our ability to produce food with the technology that is available to us now. And so I ask you, Mr. Biggs, if you would care to make reference to this 600-acre farm that—

**Mr. Biggs:** Mr. Chairman, the comments referred to were made in North Bay, and I am sure that everyone will appreciate that when first of all an address or comments are condensed for the purposes of going on to the wire service, and then in turn are possibly re-condensed for the particular purposes of the newspaper, that quite often a bit of the background material may be left out. Now, I would be very pleased—I did have a manuscript on that occasion—I would be very pleased to supply this to any of the members who might wish to have it.

With reference to the 600-acre farm, as a matter of fact, all of my comments were DBS statistics. I said here that DBS indicates that there are about 504 farmers with farms over 600 acres, according to the 1966 census. And then I said "Many consider this a minimum acreage in a livestock economy," and gave a few more statistics. But I pointed out that while size is a major consideration, soil productivity has a direct effect on the size, and so on. As I said, Mr. Chairman, I would be pleased to supply a copy of this to any of the members who might wish to have it.

**Mr. Makarchuk:** Mr. Chairman, continuing on the same topic regarding production, you notice the Economic Council of Canada report comes and says that, despite what the



Minister says, the production in Canada between 1947 and 1965 is increased by 70 per cent whereas the production in the United States for the same period of time is increased by 170 per cent. Somehow I think that possibly some of the statements that were made by the Minister can be questioned.

**Hon. Mr. Stewart:** Well, do you agree that we should have increased in Canada by 170 per cent?

**Mr. Makarchuk:** Yes, absolutely, I—

**Hon. Mr. Stewart:** You do. Where would you have sold—

**Mr. Makarchuk:** But also, Mr. Chairman, I would agree that we should put emphasis on marketing and start tinkering with this private enterprise system that you sort of say we cannot touch, we should not touch, or we should not be there. We will get into that if we have to, and the only point—this again is a matter of policy, Mr. Chairman—and the Minister says that he finds Canadian farmers have difficulty to compete. Well, one of the reasons the Ontario farmers in this case—one of the reasons of course is the cost of inputs. And again if you compare the cost of inputs, the cost to Canadian farmers in comparison to the cost of American farmers, you find that we are away ahead in inputs but we are not ahead in productivity. Well, as a matter of policy, Mr. Chairman, what does the Minister intend to do in terms of cutting down the cost of interest to Ontario farmers?

**Hon. Mr. Stewart:** To what specific inputs is the hon. member referring?

**Mr. Makarchuk:** Well, we could start with fertilizer, fuel, farm machinery, interest rates, mortgages and so on.

**Hon. Mr. Stewart:** Very well, we will start with fertilizers as you suggest. If the hon. member had been in the House the other day and had his ears open and listened, he would have heard my suggestion that a Royal commission might be the answer to a lot of this fertilizer problem as far as input costs are concerned, because this is an inter-provincial, it's an international affair, with ingredients of fertilizer produced in other provinces, and as a province, we have nothing to say about the cost of that material at inter-provincial borders.

Now, with regard to interest rates, there are those who suggest that the low interest

rate that applied on farm mortgages for a number of years attributed to the inflated costs of land in this province, and thereby generated part of the problem in which we find ourselves today. There is a very good argument to use both ways. Certainly the areas that I can think of where interest rates have been substantially subsidized do not enjoy any more remunerative or lucrative type of agriculture than we have in the province of Ontario.

**Mr. Makarchuk:** Mr. Chairman, I agree that the Royal commissions are sort of part of the institution of the old parties. That's why we have a kind of a problem, and the Royal commission isn't going to handle the fertilizer problem. Has the government considered the establishment of depots and going into the fertilizer business itself; providing fertilizer to the farmers at cost? I think you would find that it might be a lot more effective. The other point is the fact that we don't hesitate—Mr. Randall's department doesn't hesitate—to hand out large interest-free loans, not loans, grants, to large corporations. Has the Minister looked into the possibility of doing the same thing in the agricultural industry in some ways, to either modernize, to switch, to think about switching in the industry to make them—put them in a more competitive position?

**Hon. Mr. Stewart:** Mr. Chairman, I ask my hon. friend if he ever heard tell of a capital grants programme that has been operating in Ontario for the benefit of Ontario farmers for the last three years and has been paying out about six million dollars annually to farmers across the province to just do the very thing that he suggested should be done?

**Mr. Makarchuk:** Well, if it is so successful, would you kindly indicate why you have problems in the agricultural areas?

**Mr. J. Root (Wellington-Dufferin):** Mr. Chairman, I have listened with a great deal of interest to the suggestion that this government has done nothing for agriculture. I am aware that we have spent all those hundreds and 120 or 130 million dollars to pay half the cost of the rural hydro lines that completely changed the rural way of life and made it possible for less people to produce more food, and the consumer benefited from that. I am also aware that the increased grants for roads made possible—made it possible for municipalities to keep their roads open 12 months in the year and farmers can get their products to market when the markets



are strong. These are things that have been done. There is the Catholic capital grants—

**Mr. G. W. Innes** (Oxford): Did they not do this in the city too?

**Mr. Root:** Yes, yes. We're talking about agriculture. There has been a suggestion that we have not done anything to help the farmer. We have the capital grants programme that has been mentioned that has made it possible for many farmers to become more efficient. We have research through the Department of Agriculture that has increased the production per acre of many of our farms, and today there are many farmers that are producing three or four times as much per acre what they were in the past. I realize there is the problem of marketing, and we have our marketing legislation, but we also have a little protection in some areas from imports from other countries. I think there would be a great howl from the consumer if you had the type of protection that maybe agriculture would like to have. There is some talk about the threat of the corporation farm and I agree that this is a possibility. I am going to say this, that the short work week with a high wage scale may force agriculture to go in to a corporation type of farm so he can stagger the farm help. This has been suggested in certain areas and another thing which may force us into the corporation type of farm is the fact that the federal government with its succession duty policies is making it very difficult for a father to write a will to assist establishing his son to carry on the traditions—the family farm that so many people talk about.

**Mr. Gaunt:** Mr. Chairman, I would like if I may to come back to the point about the 600 acre farm to which the deputy made reference. Before I do, I would just like to say to my friend from Wellington-Dufferin that certainly we recognize that these things have been done, but we also recognize—and the farm income report pointed this out in very specific terms—that the biggest problem at the moment on the farm is farm income. I think that we have to come to grips with this problem, and neither the provincial nor the federal government has really grappled with this one in a very effective way. Now, first of all, let me say that the statement and the speech given by the Deputy Minister in Northern Ontario, as far as I am concerned, and as far as my information goes, certainly caused many rumblings in rural Ontario. I think perhaps the wrong construction was placed upon it. I don't know. I haven't read

the speech. All I am going on is the news reports. There are the news reports. But I think the one thing that must be borne in mind is that the deputy may have been speaking his own personal opinion or if this was, in fact, a government policy.

Some hon. members: Hear, hear.

**Mr. Gaunt:** Now, I think there is a very real difference here and one that should be made abundantly clear because the Farm Income Report, for instance, did not report that this type of operation is the ideal one that should be promoted across the province. Recognizing of course that the report said one half, or almost one half of our farmers in this province, do not receive an adequate income for their investment, for their labour, I realize that there are going to have to be changes made. I think that we tend to equate size with efficiency and it seems to me that we have farms—300-acre farms—that are just as efficient as 600-acre farms, indeed more so. I think there is an optimum, that's what I am saying. Simply because we have a big huge farm of a 1000 acres, we tend to think it is efficient. I don't subscribe to that. I don't think that. I think there is an optimum of level and acreage at which the farm can be efficient. I think a small farm is inefficient. A real large farm is inefficient and in between we have the operators of the medium farms today who are making a fair living—I say a fair living—and getting a reasonable return on their investment.

Interjections by hon. members.

**Hon. Mr. Stewart:** No, no—He offered to provide a copy of the speech if anyone wants it. Apart from the Dominion Bureau of Statistics, where it was suggested that an optimum size of farm and livestock acreage is 600 acres. Now it might apply to 600 acres in some areas I would think, but I don't think that there is any necessity that it is 600 acres all over the province of Ontario. And I would agree with my hon. friend from Huron-Bruce that there may be areas where the large farm would work, and other areas where it might not be as efficient as a smaller farm. Frankly, I think that the type of a farm operation that is successful and that we should try to encourage and support with every degree of vigour we possess is the type of organization of the farm that makes the best possible uses of the resources at its disposal, and that is the type of soil and the climatic area in which it exists—to use those resources to the optimum level.

Interjection by an hon. member.

**Hon. Mr. Stewart:** The river has a great deal to do with, and in that connection we are trying, through the extension service and our agricultural representatives and our management extension specialists that we will come to shortly, Mr. Chairman, this business of record keeping; the application of sound business principles that we are trying to encourage through our department, to help that manager to be a better manager; to apply these business principles to the farm operation. Now, where we can do that, we hope that we can meet with some degree of success, but this is one thing of which we can not lose sight, and that is this, that no provincial government can become an island unto itself. We cannot erect tariff barriers around our borders. If we could, we could perhaps resolve many of these things within our borders by gearing production to the known demand of the buyer, either domestic or export, within that province. But we can't do that. We just do not have that right under our constitution to do this. Now if Ontario farmers by their own actions, and they have the right to do this under the present farm marketing legislation, determine that they wish to implement quotas or supply management, that is their prerogative within their provincial board, but I point out that when they do this they simply invite, through the umbrella of price structure that is erected, the introduction of those same commodities from outside jurisdictions.

They will just flow in. That's what happens. A typical illustration of this is the broiler situation which we have right today, where we have a broiler marketing board, which in my opinion has done an excellent job for the broiler producer in Ontario, but through that price structure that has been established for his commodity, he has simply created the right to ship this product in, or the invitation to ship this product in, from the province of Quebec, where there has been an enormous increase in broiler production, where there is no marketing board that has an effective supply managing programme such as the broiler board in Ontario. And that I use as an illustration of what can happen.

**Mr. F. A. Burr** (Sandwich-Riverside): Reference has been made to the crop losses in Essex and Kent counties, and I believe the Minister offered to match disaster—gifts, was it—

Interjection by an hon. member.

**Mr. Burr:**—for any municipality which would apply for them. How many have been applied for or awarded?

**Hon. Mr. Stewart:** None as yet have been applied for. The Minister of Municipal Affairs made it clear to the delegation from the county that met with us a week ago that the local municipality should raise money itself, this would be quite acceptable and quite legal, and the province would be prepared to match that on a dollar-for-dollar basis.

We would hope as well that the federal government, from the Canadian Relief Fund could be persuaded to match that dollar-for-dollar as well, and this would provide a sizeable fund that could be distributed locally to those people who, as the County Council Agriculture Committee, needed their assistance.

**Mr. Spence:** How do you expect the local municipality to raise these funds?

**Hon. Mr. Stewart:** How would we expect it to raise them?

**Mr. Spence:** Yes.

**Hon. Mr. Stewart:** Well, there are a variety of ways they can be raised. I think of the illustration in Huron county where they went out and held dances, they held parties, they held all sorts of things, they took up subscriptions up and down the roads to contribute. The business merchants were contacted. All of this added up to a sizeable chunk of money which we matched. In Wallaceburg, for instance, there was a sizeable amount of money raised. I believe it was \$13,000 on the mill rate in regards to relief there, and we matched that on a dollar-for-dollar basis, and I believe in that case the federal government matched that as well.

**Mr. Burr:** Who determines the awards?

**Hon. Mr. Stewart:** A local committee. A local council appoints a disaster area relief committee, and they determine the extent of losses and administer the funds that are collected.

**Mr. Spence:** Mr. Chairman, the Minister has brought our attention to soya beans, also corn production, in the province. There have been some remarks in regard to corn production. But I am one who believes that there hasn't been enough done towards marketing, competing with the United States, in order to get a better profit out of our goods.



Now in southwestern Ontario, I think in Essex and Kent, Middlesex and Oxford and Lambton, I would imagine eight or ten million bushels of soya beans are grown. But in order for them to get it down here, to Toronto or Hamilton, to the crushing plants, in most cases, the cost of shipping it back and forth is great. In many cases this crushed soya bean meal comes in from the United States, and transportation is one of our great problems in order to compete with the United States.

Another thing is the corn industry. We are up against it to compete in our markets for the storage, as it is not located in the right places for where the corn is produced. I believe these storages have been built there in order to have corn brought in from the United States when we weren't producing enough, but now the picture has changed in southwestern Ontario, and practically all of Ontario is starting into the corn industry. I think that last year we learned a tremendous lesson at harvest time when the farmers were selling their corn at a dollar a bushel for the lack of storage.

Another thing is the freight rates. Transportation is one of our greatest problems. In order to compete with the United States shipments, they ship United States products in by boat—and this is an old story of mine, which I have been trying to promote. We have met with the federal government, but they don't move yet, or have moved very slowly on this occasion, but of course we hear that all this food, this grain, that we produce in southwestern Ontario should stay there and be fair.

But another thing, another matter, Mr. Chairman, is that if you put storage at a place where you could either ship by water or rail or highway, it would be the ideal location to put it. And if you locate at a port we would get even better freight rates. The freight rates would change immediately. That is my view. That may not be right, but I think it would be a great lever at harvest time. Southwestern Ontario, Middlesex and Elgin, Kent, Lambton, Essex, have a tremendous amount of corn to market for the farmers to get some money in order to carry on through the winter. I think that there should be something done for storages in the right location at a port, either that you could ship by rail, by water, or by truck. This would be a lever by which we could compete with the United States.

Another thing, I think, is that what this agricultural committee will have to do is to look into our costs of inputs. If we've got to

compete on the Chicago grain market with the United States, then we must. The inputs in agriculture will have to be comparable in price to them. I have no proof but it looks like the American farmers are getting inputs cheaper than what we are in the province of Ontario. It makes me surmise as to what is taking place.

Maybe it isn't your duty, Mr. Minister, to look into this, but it is a concern. We in agriculture are paying a lot more for implements, for our tires, our machinery and for fertilizers, in many instances. It is hard for us farmers to compete against a nation that is so wealthy, especially when their inputs get cheaper than ours are in the province of Ontario.

**Mr. Paterson:** Mr. Chairman, I would like to return to the remarks of my colleague concerning the matter relating to the disaster in Essex county. Certain funds could be arrived at so that the provincial and federal governments would match dollar for dollar, should they see fit. I have one interpretation of the Minister's proposal and I would like to seek clarification on this.

What if the Essex County Council should set up a local committee and then decide to assess everyone within that county at a rate of five mills to go into this disaster relief for approximately, say, half a million dollars? Basically the offer is that you would match this with another half a million, and possibly the federal the same, for a million and a half dollars. But then, it's up to the local committee that would be appointed by the county to distribute these funds, and I think this is the key phrase—distribute the funds. In their wisdom, could they loan these funds in lieu of the proper disaster loan funds, to the farmers that are affected rather than just in an outright cash basis? And, as such, over a period of time recapture a million and a half dollars and put the county in a favourable, a very favourable, financial structure?

**Hon. Mr. Stewart:** No, not according to the planned policy they have for disaster relief. It must be a grant that is given. After all, it is money that is being given by the province of Ontario taxpayers to this, or whatever disaster relief programme it may be, and it has always been considered an outright grant to those who sustained the loss.

**Mr. Paterson:** I would like to turn to one other area. There has been much said about soya beans. I am just wondering what the policy of your department is to putting these new crushers in the capital grants programme



or any other programmes you have. Are you trying to encourage farmers or organizations of farmers to buy crushers on the farm—at the site—to crush soya beans and possibly get into the oil or soya bean freight business at all? Or are they all just coming down to this one central point for production?

**Hon. Mr. Stewart:** No. As far as our department is concerned, we have no loans available to establish those types of crushers. There is money available under The Co-operative Loans Act to co-operators to establish whatever type of equipment they want in their particular locations, but we don't have any programme such as you have mentioned.

**Mr. Paterson:** Your statistical research on this indicates that such a move on the part of individual farmers or groups of farmers would be a benefit to the soya bean industry if more people did get in this business.

**Hon. Mr. Stewart:** I would have some reservations about that because I think when one considers the advantages of volume handling in these plants, and recognizes really the total amount of production they have, in Ontario, I would hesitate to go too far in suggesting to a group of farmers that they should embark on that programme themselves. There is, of course, available under the federal Farm Machinery Act, syndicates for purchasing machinery and equipment. They write there to borrow money to establish drying equipment, and I am sure this would also lend itself to crushing equipment for soya beans in those areas where they wanted to do this. Perhaps it could be done not only on a basis of co-operative farming but on a custom basis as well. So that there is a potential in that regard for farmers to help themselves. But for a centralized location, I would have some reservations about it because of the high cost of capital involved for the amount of product that would be used.

**Mr. Innes:** I want to get back to the comment by the Minister that it was very hard for Ontario farmers to compete with outside jurisdictions such as Quebec and the United States. And rightly so, by reason of the Quebec government subsidizing the loan rate to farmers in Quebec to the extent of 3.5 per cent. Of course this is going to bother us and be troublesome in other areas. It's going to get into the dairy business. It's going to, say, continue to help their farmers in a subsidized position. It appears to me that either we are going to be put in a position where we can't compete with their farmers,

or we are going to have to take some other methods.

Recently I have heard some comments, rather derogatory, to the effect that there is quite a goodly number of people hired by the province. I don't know whether it would be in the administrative field or whether it would come in the extension branch, but I would think that the policy would be from the administration structure in the first place—and this has come from people within the department and people from outside the department—that they felt that they were going a little bit, to use a sly expression, hog-wild in hiring people when they could be giving other services to the industry in a way that would be more meaningful in competition to some of our outside organizations. One that comes to me immediately would be some type of a feed analysis that formerly was provided by Guelph, to a limited degree, and which has since been discontinued.

I feel that with the extension officers that we have throughout the province that this is one area in which we can certainly do a good job. In too many cases a lot of the research people will tell us that we are wasting a lot of our protein feed and that we haven't the proper analysis. We have a year like we have currently experienced where there has been tremendous drought in some areas and tremendous moisture in other areas and the consequent analysis of the feed is certainly not comparable to what it was last year.

So it varies and the farmer says, "Well I can't do anything about it, I guess I feed what I've got." But if he had some way of being helped directly, instead of being helped in an indirect fashion by being told continually what to do, I think he would be better advised.

I would also mention that there should be a more comprehensive effort by the department's personnel to implement soil analysis and these things. It would return a better percentage to the farmer for the amount of money he invests. You speak of business management and farm management—that is all very good and I certainly want to go along with you in trying to help—but on the other hand we still have to do some monetary value if we are going to compete with the outside areas that are currently doing this. Certainly, we talk about Great Britain which I suppose is the one area that subsidizes, and I don't like the word subsidize, I think it is insurance that we should be using in that respect.

Mention was made about this 600-acre farm, and I would like to get some comments about that. I think there are areas where there should be 600 acres, and others where there shouldn't. I think maybe that should be clarified because I've mentioned the name of Professor Jones, and I think in a statement just this week he has intimated that farmers in Ontario should be launching out on a greater livestock programme, and get away from too much cash cropping in an indirect way. These are things about which I think maybe the department heads and the research people should be getting themselves together and coming out with a joint policy. Maybe the Minister can comment on those angles and tell me how many extra personnel were hired, and if they're—Now I might as well be frank with you. I got some criticism within the department about these people being hired in quite substantial numbers and they didn't think they were necessary. How many were hired and—

**Hon. Mr. Stewart:** Well, I'd be pleased to reply to what the hon. member for Oxford said, Mr. Chairman. It's very difficult to know whom to believe with regard to the expansion of the extension services in farm management and specialist services that are now available to a greater degree than they ever were before. I say without any fear of contradiction that the agricultural representative service, in fact the entire extension branch service of our department, put in longer hours than any other group of civil servants that I know of. There's no group of people who work harder and more sincerely for the benefit of the people whom they serve than does that group. And when you talk to extension branch people who are working far beyond the normal working hours, and can't begin to keep on top of the work load that is demanded of them in the counselling service that they are asked to provide—and I suppose that I would have to look upon myself as one of the best illustrations of that, because long before I ever became Minister of Agriculture or a member of the Legislature, I used the agriculture representative services. Most of these fellows at this table will attest to this because they were assistant agricultural representatives in Middlesex County and I felt they were a valuable source of knowledge to me. I don't think I felt any differently about it than thousands of other farmers throughout Ontario.

**Mr. Innes:** I'll say they were.

**Hon. Mr. Stewart:** Now this is the fact. We felt that we had to expand this service

because these men simply couldn't keep up with the work load. It was getting to them; so we expanded this service in this regard. I agree, there's been criticism reaching me; some people say that we're overloading the civil service with another great group of people. But my guess is that within a year or two, when the people who have been appointed to these respective offices as specialists in their field, continue to provide and expand the service that is already being provided there, that their services will be appreciated just as much as our existing agriculture representatives in the field. With regard to the service that the hon. member suggested—feed analysis—I agree completely. It's an excellent idea. We implemented the programme on July 1, 1969 and that service is now available. We were about 2½ to 3 years experimenting with that programme before we could get the kinks ironed out of it and get to the place where we could analyze feed with any real degree of accuracy. We didn't want to provide the service on a wholesale basis until we found out what was really going on. But now that feed analysis service is available through the local agricultural representative. You get the papers to fill out from him and send it in to the University of Guelph—

**An hon. member:** That is right.

**Hon. Mr. Stewart:** —the Animal Science section of the OAC at the University of Guelph. The charge is \$5 per sample. If the person just finds out that his feed content is so much higher in protein, he saves that in, heavens, I suppose in one day. Being a good feeder of livestock you know the value of knowing what you're feeding. So this, we think, is a major step forward in helping the farming people of Ontario to help themselves in the livestock field. Soil analysis is the other point you mentioned, and I'm pleased to report to the committee, through you, Mr. Chairman, that we are now soil testing 55,000 samples annually for the farmers of Ontario. That's a sizeable number of soil samples from Ontario. These are tested at the soils department of the Ontario Agricultural College. We are providing this service through the research and education branch of our department and we feel that we are helping quite a bit here. Then the reports go back, as I understand it, to the local agricultural representative who will help to co-ordinate the feed that the farmer has on hand into a ration that he may successfully use for whatever type of livestock he feeds. He has to vary it.



**Mr. Innes:** What I'm saying is that in place of the people whom you hired maybe they could have sent in 2,000 samples for free. You know what I mean?

**Mr. Chairman:** Mr. Henderson is next.

**Mr. Henderson:** Mr. Chairman, I want to follow up on the remarks made by the hon. member for Kent East, regarding grain storage. Mr. Chairman and Mr. Minister, a little over a year ago I got a phone call from a man in the Tilbury area who informed me that he was representing several farmers from southwestern Ontario. He was inviting the provincial members whom he felt were interested in the agricultural industry within western Ontario to a meeting in Chatham. When I arrived at the meeting I found the hon. member for Elgin (Mr. McNeil), the former member for Middlesex, the member for Essex-Kent (Mr. Ruston), the member for Kent and the member for Essex South (Mr. Paterson). We spent the afternoon there together with two or three federal members of Parliament.

We had several things laid before us, and one of the main issues at stake that day—and I'm sure these men would agree with me—was the storage of the corn industry. We were speaking about that then but it could refer to the soya bean, or the wheat, or any other industry. They suggested that there was not sufficient grain storage within southwestern Ontario. I don't know what the other members did to follow up on this meeting, but I did follow it a little myself. I inquired into the grain storage that was available and my findings were that for those people who wished to store their grain, there was sufficient storage within their area.

I will go along with the member for Kent when he states some of these things, but there was sufficient storage. I would like to go a step further, as Mr. Spence has suggested I might. We know that storage facilities on the lake are pretty difficult. It's pretty expensive to store. We do have an available lock in the St. Clair River which could be developed into a docking area for the whole 35 miles up the river. I wonder if your department has made an investigation of the storage, to find out what is really required for the farmers of western Ontario? This is pretty serious to us people representing the corn area of Ontario.

**Hon. Mr. Stewart:** Can I ask our Deputy Minister to reply to that? He was chairman of the committee that did a study, as Mr. Henderson has suggested, on the corn indus-

try in the province. Mr. Biggs, maybe you could bring our committee up to date on your findings.

**Mr. Biggs:** Well, to some degree, Mr. Chairman, our recommendations were a consensus of what we felt the industry had presented to us. You know, there was a certain amount of drifting—but there was some discussion regarding additional lake storage, and again it was a matter of cross benefit and balancing one out against the other.

While it was recognized that in the bad year we had last year, that in these five counties there were over sixteen million bushels for which there was no permanent storage existing in the area. It was also recognized that there was a real problem in that the corn was moving out of the area, and then back in. The committee opted, and this was the decision, that additional assistance and encouragement should be given to the country elevators and to this type of operation to store the corn there, rather than going into a large, expensive operation on some lake.

I must confess that there was also strong fear expressed that, if you developed a sort of lake port, that this might come under the domination of one or two of the larger companies as opposed to the county elevators.

Another interesting point that I think should be made, Mr. Chairman, is that there are a large number of terminal elevators. To quote from the report: "Considerable storage space exists in terminal elevators located on the Great Lakes and the St. Lawrence River, and portions of this are available for corn." These terminal elevators are well located for the marketing of United States corn in eastern Canada. It was also said that there is no evidence to indicate that United States corn imports are impeded due to any shortage of terminal storage. As a matter of fact, our investigations indicated that these Canadian terminal storages were being used to store United States corn imports to the disadvantage of the Canadian corn grower.

I don't know if there is anything we can do about it, but this is the situation. We are using our own storage to the disadvantage of our own growers. So the two points, sir, are that we could possibly use to a greater personal advantage these existing terminal storages and, at the same time, the committee felt it would be wise to encourage the smaller county storage elevator, rather than build a new lake storage.

**Hon. Mr. Stewart:** Could I add one point to this, Mr. Chairman? The suggestion that

these terminal elevators are now being used for American corn storage intrigues me. Is it because they are in a position to receive American corn by water, which is harvested, dried, and ready for market, before our corn normally comes on the market? Perhaps this is one of the reasons. If that is the case, perhaps the advantage that we should seek as those interested in the corn industry in Ontario is, as you suggest, the increased volume of storage in the corn producing areas itself—in localized areas so that that corn should be used within that area. I think your report indicated that most of the corn grown in the corn-producing area of southwestern Ontario, say, from Woodstock to Windsor, was fed in that area. Is that right?

**Mr. Makarchuk:** Yes sir.

**Hon. Mr. Stewart:** That would indicate to me that the suggestions contained in your report might have a great deal of validity for localized storage within that area.

**Mr. Chairman:** Mr. Makarchuk was next, but I think, Mr. Makarchuk, that Mr. Spence wishes to pursue this corn matter, and—

**Mr. Spence:** Mr. Chairman, these storages which the Minister said are located—I agree with him—out of the way, with extra freight rates and costs of shipping, should be stored where the majority of the corn is produced. It seems out of the way for the corn-growing area where so much of it goes out in the fall. Did the Deputy Minister make any study of freight rates from there to where the corn is processed? In many instances in the fall, if there is no storage, this corn has to go some place because the farmers have to have some money. To ship it to Goderich, as I understand, would cost extra money in extra freight rates or in order to get it to Collingwood and Montreal in order to market it for corn starch, or whatever. But, as you say, this corn can be used in southwestern Ontario. Suppose the livestock industry is not in a healthy shape and the price of corn is. That generally works opposite in some cases, then there will be an alternative to market it in the processing plants.

**Mr. Makarchuk:** Mr. Chairman, I would like to go back a little bit to the discussion the Minister had about the national and international nature of agriculture. I was wondering if the Minister at any time has had any representations to the federal government to either limit imports on some of the produce coming into Canada, or have you had discussions with the federal government on this

matter? There is no doubt that—particularly in the meat situation where increased imports were to a great extent, despite what the Minister says, responsible for the falling off in prices paid to the farmers.

The other point that I am interested in is whether the Minister has made any enquiries, again in the shape of any talks, on the formation of national marketing boards, or tried to develop some form of co-operation between other provinces?

**Hon. Mr. Stewart:** Mr. Chairman, the answer is yes to both questions.

**Mr. Makarchuk:** Would you indicate what the federal government has said; what answers they gave you; whether they are in favour of this? Did you bring up, particularly, the meat situation? The meat import increase, I think, in July and August. The imports went up by 99 per cent one month and 100 per cent in the other month.

**Hon. Mr. Stewart:** Do you have those figures to prove that?

**Mr. Makarchuk:** Yes, I have. I could get them for you.

**Hon. Mr. Stewart:** We would appreciate getting them.

Interjection by an hon. member.

**Hon. Mr. Stewart:** Certainly there is, and our exports were going out at the same time.

Interjection by an hon. member.

**Hon. Mr. Stewart:** With regard to marketing boards, we discussed at some length in 1968 with the federal government the recommendations of the egg and fowl board with regard to establishing a national egg marketing plan. Some discussions are going on now pertaining to a national broiler plan. We don't know how far these things will go; but certainly we support some type of organized producer control at the national level for these various commodities that do move on an inter-provincial basis quite freely.

Certainly I think we have to, as farmers, look at the situation as to whether or not there is some suitable type of arrangement that can be worked out between the various farmers in Canada, in connection with these commodities.

We support that position. We have for some time. I think the federal government supports it as well, but Canada is a country of many regions and individual interests and I think you will find that the farmers in those respective areas have very definite ideas as



to what they want to do with their production potential.

**Mr. Makarchuk:** Mr. Chairman, if I may read figures into the record, the increase—and this is from the livestock and meat output and trade tables put out by the livestock and meat report of The Department of Agriculture—between January and July of 1968-1969 is a 100 per cent increase.

Interjection by an hon. member.

**Mr. Makarchuk:** This is the number of head, thousands of head, that were imported.

Interjection by an hon. member.

**Mr. Makarchuk:** Very well, the imports in June of 1969 were 3,461; July there were 4,197—correction, I'm sorry, I'm reading the export figures. The import figures were in June 11,009; in July they went up to 18,785; in May of that same year—now this is again 1969—the imports were 12,464; in June they were 11,009. These are the last set of figures that we have. But it doesn't—

**Hon. Mr. Stewart:** But that would indicate in May—I didn't get your figures all down here—but did I understand you to say May was a higher figure than June?

**Mr. Makarchuk:** Yes by approximately 500. But in July the figure went up from 11,000 to 18,000 which—

**Hon. Mr. Stewart:** What was the source of those cattle?

**Mr. Makarchuk:** It doesn't state what the source was. But it does say these were imported into the country.

**Hon. Mr. Stewart:** I wonder, was this equivalent tonnage of meal or was it—

**Mr. Makarchuk:** This was the head, the number of head imported. It says at the bottom here that the average weight for more than one carcass, so I presume that this would imply—the figures are the same. It has his figures right across for May. If this is what they are using—559, 557, 555, so they vary a matter of about three or four pounds. Obviously whether it is taken in pounds or head, or whatever it is, it is still a lot of meat.

**Mr. Henderson:** Mr. Chairman, I would have to see the figures both ways. I don't disagree with the hon. member, but I would remind him that several meat farmers from Lambton, Kent and Essex counties have come

to me and suggested that we, as the Ontario government, should do something to make it easier to import feed or cattle from the United States. I presume that the members in those areas have been approached by those same people too—in order to make it possible for the farmers of Ontario—

**Mr. Makarchuk:** Clarify this again. In terms of chilled carcasses—they could hardly be used as feeders.

Interjections by hon. members.

**Mr. Henderson:** The beef farmer in southwestern Ontario is very much interested in the number of cattle raised.

Interjections by hon. members.

**Mr. Burr:** Mr. Chairman. To get back to the agricultural representative—the good work of the agricultural representative, which I believe is recognized in Essex County. What the people there fear, I believe, is that you will not appoint more agricultural representatives but that you will put in some supervisors who will not make quite the same contribution that the agricultural representatives are now making. That is the uneasiness that I have heard expressed. Could you comment on that?

**Hon. Mr. Stewart:** I am sorry, I missed that. What was the uneasiness you referred to?

**Mr. Burr:** Well, they fear that these new appointments will not be working agricultural representatives but be, oh, people in offices with their feet on the table, supervising the work of the agricultural representatives. They do not feel they will get their money's worth.

**Hon. Mr. Stewart:** Mr. Chairman I would like to call upon Mr. Lantz, who is Assistant Deputy Minister in charge of extension programmes—our extension branch comes within the area of his administrative responsibilities—and I would like him to explain the structure of these new appointments.

**An hon. member:** How many are there?

**Hon. Mr. Stewart:** There were 62 across the province of Ontario.

**An hon. member:** That means about one additional per county and district.

**Hon. Mr. Stewart:** That is just about what it amounts to.

**An hon. member:** Do you think that is too many, any of you? I wonder if my friends would say whether that is too many or not?

**Another hon. member:** Well, I do not know. We are not into it. We are told—

**Another hon. member:** You are told that it is too many and you are supporting that position. That there are too many agricultural representatives in this province.

**Another hon. member:** No, we have not. No.

Interjections by hon. members.

**Mr. Burr:** I would like to clear—

**An hon. member:** I thought you would like to clear that.

**Mr. Burr:** I would like to clear the position that the Minister tried to put me into—saying that there were too many agricultural representatives in the province of Ontario. It is completely negative to what I said. I said that I had had complaints from within his department—that they did not appreciate too many extra people telling them what to do. Now I hope I have made it clear.

**An hon. member:** Certainly. If there is anything which will help the farmer increase his income we are for it. But we question the way it is being done. I hope I have made the record straight.

**Hon. Mr. Stewart:** I appreciate that. I just thought by the attitude of the hon. member for Oxford, when I mentioned the fact that there were 62, that there were too many.

Interjections by hon. members.

**Mr. R. F. Nixon (Brant):** I am overjoyed at the fact that these experts are coming in with ill-defined duties.

**Hon. Mr. Stewart:** Before the leader of the Opposition came in, Mr. Chairman, I mentioned the fact I talked to many, many, agricultural representatives across this province and extension branch workers, engineers, farm management specialists, and home economists, who are literally run off their feet trying to meet the demands that are made upon them. No one knows that better than the hon. member for Brant.

**Mr. Nixon:** We talked to many of the same people at the ploughing match. Maybe they tell me different things than they tell you. This is quite possible.

**Hon. Mr. Stewart:** Well, it could be. It could be. But surely to goodness if we know that these people are under such pressure and their services are in such demand it was only reasonable to expect that we would try to offset the heavy responsibilities they have.

**Mr. Nixon:** We are talking about assistant agricultural representatives. We are not talking about the same thing—

Interjections by hon. members.

**Mr. Lantz (Department of Agriculture):** Mr. Chairman, with regard to the increase of staff in the extension services, of course it does go beyond just the extension branch. And there are some specialists in the crops branch, and some in the livestock branch. So these 60 or 62 people referred to do cover more than one branch. Most of them, of course, are in the extension branch, for the purpose I would like to indicate, to provide a greater amount of individual service to farm people than what we have been able to do with the agricultural representatives before. As you know there were 54 agricultural representatives throughout the province, with a great many more activities, more specialization, and so on, going on. There has been a trend to provide more specialized services, not only within the extension branch but in the crops branch and in the livestock branch, to deal with crop management. Some of the things that have been mentioned here this afternoon, Mr. Chairman, dealt with fertilizer recommendations, the ability to provide a little more individual advisor services in this regard, assistance to the man in the ration recommendation service after the feed has been analyzed, the whole field of livestock management—if such advice is requested—and in the field of soil and crop management on farms. This, of course, also includes the credit and financial adviser services—if someone wants to discuss the farm business management and the financial aspects of his farm enterprise.

I do not know whether this is perhaps what you wanted to have explained fully. On a composite basis these 62 people provide more specialized service, more assistance to the agricultural representatives. Some reference was made to supervisors. Perhaps you are aware that actually there are people on an area basis now who are specialists in farm business management and they do co-ordinate some of the activities in crops, in soil, in the extension branch. That part of the 62 allows for some expansion of the actual farm business management specialized service, which is



now in effect, and should not be confused with the supervisory personnel who would do nothing but supervise people throughout the province.

**Mr. Nixon:** Mr. Chairman, are the additions to the staff in no way under the supervision of the agricultural representative but simply have problems referred to them which the agricultural representatives felt they were either too busy or unqualified to deal with? Is that right?

**Hon. Mr. Stewart:** That is the intent.

**Mr. Nixon:** And, in fact, these new additions to staff do not work with the county staff at all, but they would accept the problems?

**Hon. Mr. Stewart:** In some instances they would. There would be some instances where they would be working as assistants to the agricultural representative and be under his direct jurisdiction. In other instances where there are specialists on the vastly increased area basis of specialist service these people would be working with the agricultural representatives on particular cases where specialist qualifications are required.

**Mr. Nixon:** In fact, their efforts would be directed out of Mr. Lantz's office. Is that so?

**Mr. Lantz:** Those men who are on an area basis would be directed from the branch itself—the crop specialists from the crops branch, the livestock specialists from the livestock branch. There are specialists, of course, and I think this distinction should be made. Basically the specialist at the county level work with the agricultural representative. He supports the agricultural representative in his advisory work in the county. So that in planning his programmes, in working with the farm people throughout the province, these men complement the agricultural representative's activities within the county. Those men who are on a broader basis, a workload basis, of course, are administered from head office but are backstoppers, shall we say, to the agricultural representatives themselves on an area basis and will help agricultural representatives with some of the problems which they have not the answer for nor the people working with them at county level.

This is where the area people are intended to backstop the 54 agricultural representatives and those working with them. Those who are within a county, not on an area basis of course, work directly with the agricultural representative in supporting his programmes

at the county level and at the district level in northern Ontario.

**Mr. Nixon:** Are those counties and districts now organized into areas?

**Hon. Mr. Stewart:** No. There are plans underway to do this, but we haven't got it straight yet.

**Mr. Nixon:** How about the area boundaries? How do you arrive at those? Was it a matter of convenience as far as—

**Hon. Mr. Stewart:** Yes. Like interests, I would think would be about the best way to describe it.

**Mr. Nixon:** They are not co-ordinated with the areas set up by any other department?

**Hon. Mr. Stewart:** No.

**Mr. Nixon:** I gather from what the Minister has said that there are plans to establish these areas across the province, and perhaps to administer the services on an area basis in the future.

**Hon. Mr. Stewart:** No. It is not an administration on an area basis. These people are put in the various counties where there are like terms of interest. They will serve in those specialist capacities in those areas, but not attached to any geographical area, particularly, if you are referring to regional government, or something like this.

**Mr. Nixon:** No. A good many departments have reorganized their services on a regional basis without reference to regional government, of course. Can you assure us that you are not going to do the same?

**Hon. Mr. Stewart:** Yes.

**Mr. Biggs:** Mr. Chairman and Mr. Minister, the county administration through the agricultural representatives office will continue to report directly to Toronto. The area people who have been appointed, merely on a specialty basis, will be concerned with programmes—not with administration. We use the term "clinic approach" in this. We can have these people working very close together as specialists in the field on many crops. We co-ordinate the programmes in a much closer way than they were before. Because of the selection of like counties into areas maybe we will be able to co-ordinate these efforts on a slightly broader basis.

**Mr. Makarchuk:** On the same point, the government's own report on the highlights of

the economic study of agriculture in eastern Ontario indicates that only one out of two full time farm operators—or, it says 54 per cent—availed themselves of the opportunity to visit with the local agriculture representative either at his office or his home, despite the fact that the average tenure of farming in this particular case was 21 years. That indicates to me that somewhere the farmers, to a great extent, have lost confidence in the agricultural representatives.

Interjection by an hon. member.

**Mr. Makarchuk:** If they were so confident of them, particularly the gentlemen from eastern Ontario, they would either be down visiting him or else he would be down at the farm. But 54 per cent is hardly, over a period of 21 years, a good batting average.

Interjection by an hon. member.

**Mr. Makarchuk:** Well this is in your own report. This is what it says.

Interjection by an hon. member.

**Mr. Makarchuk:** I was wondering, Mr. Chairman, if the great bulk of the agricultural society or the agricultural field—Most county agricultural representatives should be trained, farm-management specialists and their role expanded in credit counselling, management counselling, teaching farm business principles and providing short courses in clinics. What is the government doing along this line, in terms of implementing some of the recommendations in this report? I feel that they do carry a fair amount of validity. The other point, Mr. Minister; I didn't quite catch the answer to the last question. Did you discuss the beef importation problem with the federal government?

**Hon. Mr. Stewart:** First of all, I would like to ask the hon. member to what report is he referring?

**Mr. Nixon:** He referred to the McRuer report.

**Mr. Makarchuk:** I said the McRuer report. Incidentally, it is used as a model in justice legislation. The Challenge of Abundance Report could possibly be used as a model for farm legislation.

**Hon. Mr. Stewart:** Very well. As far as the extension branch is concerned, we are very definitely engaged in the programme of trying to make our programmes more readily available to farmers and understandable to

farmers through the expanded agricultural representatives. We have discussed this today. As well as through short courses, demonstration days, special days on crops, livestock, and various activities, and we think this is a good way to have it done. We think that there is much merit in having these demonstration days because farmers learn from other farmers. If they see a successful programme carried on in some other area they will initiate these programmes themselves. We think it is a very useful type of programme that we are implementing from that report, among other things.

**Mr. Makarchuk:** Would you answer the question on the beef—?

**Hon. Mr. Stewart:** Oh, yes. No, we haven't discussed the beef imports with them. You quoted the import figures. I wonder if you could quote the export figures of live cattle during that period.

**Mr. Makarchuk:** Yes, I can, Mr. Chairman. man.

**Hon. Mr. Stewart:** How do they compare?

**Mr. Makarchuk:** The export figures in May 1969 were—I'm sorry, this is in thousands of pounds, I said carcasses last time—were 4,229,000. The imports at the same time were 12,464,000 pounds. In June, 1969 exports were 3,461,000 and the imports were 11,900,000 pounds. In August exports were 3,371,000 pounds and imports were 9,243,000 pounds.

**Mr. Makarchuk:** That is August, 1969.

**Mr. Root:** Would that be for Canada or Ontario?

**Mr. Makarchuk:** This is for Canada.

**Mr. Henderson:** A little more than one pound per capita.

**Mr. Root:** Nine million for 20 million people would be a poor per capita state.

**Mr. Makarchuk:** It has no relation to per capita, in this particular case. The point here is the fact that imports are to an extent, hurting farmers.

**Mr. Henderson:** What states are they imported from?

**Mr. Makarchuk:** It doesn't matter what states that they are imported from. They are imported from outside the country. Now what I am trying to find out is: has the Minister—I realize that he is not in any position,



because of the nature of our constitution, to do very much about it—made representations? And the answer I get is that he has not.

**Hon. Mr. Stewart:** No. That is quite right. And I can tell you a very good reason why: because the hon. member for Lambton introduced a suggestion of the importation of feeder cattle into Canada. You can't have your cake and eat it too. Most of the beef that came into Canada, came in from I believe, Australia and New Zealand. I believe it entered Canada from the west coast ports. This was the understanding that I had because of discussion with federal officials at the time it was coming in. We knew it was coming in.

It was the type of beef that could go into prepared meats, hamburger and this kind of thing but there was very little of the beef that came in that could conform to the quality of cuts that we buy in our supermarkets today. It did apply as far as ground beef was concerned. But to my knowledge little, if any, of that beef ever reached the province of Ontario. At the time I had the discussions none of it had even reached Winnipeg. Whether it got into Ontario or not, we don't know. But it did reach the west coast points from New Zealand and Australia.

The federal government recognizes their trade as a two-way street and there are all kinds of things that we sell to New Zealand and Australia. They pointed out to us that while it would be fine to ban this beef, it really wasn't beef that was interfering with the top quality, feedlot beef that we were producing in Ontario and that we take such pride in. So there were discussions, but I would say that there is little that can be done about it.

If we were to stop this entirely and ban all imports of beef into this country, we would be faced with the fact that there would be no opportunity for us to bring in feeder cattle and we had hoped that this would be a real possibility. Unfortunately it hasn't worked out that way. Despite the fact that we have explored every possible avenue to try to accomplish this, it just hasn't been done. So there is a bit of a difficult situation here.

I think you have to recognize that we ship beef and pork to the United States in sizeable quantities. At the same time we import both types of meat into this country. I think we have to recognize that there are some markets, particularly in the eastern United States, that we can sell to, to our advantage. There are some markets in other places that can

ship in here to their advantage. Imports and exports in meat are certainly tied to a North American economy—practically entirely.

**Mr. Makarchuk:** Has the Minister made any inquiries as to whether the price of meat that has been coming into the country is a fair price, or whether it's being dumped into our market to the disadvantage of the local farmers? Dressed meat certainly can in no way, or should in no way, compete with feeder cattle. With feeder cattle, you bring them in separately and you don't have restrictions on that.

**Hon. Mr. Stewart:** Beef imports and exports are based on equivalents. If you knew anything about the export market of beef you'd know that the quota export of beef is based on carcasses or live cattle or equivalents—so much for a quarter, so many per quarter. And that's our contract with the United States. Do you want to interfere with that? Do you really want to interfere with that?

**Mr. Makarchuk:** If it came to the point—and the Minister has asked me, whether I would interfere—I certainly would. I would look at it and see whether it's being brought here at a fair price. The idea that we have to commit ourselves to so many pounds of beef or something is just like saying we could only import parts but we can't import cars, or something of that nature, which is a lot of nonsense.

**Mr. Chairman:** Mr. Haggerty and Mr. Spence are next.

**Mr. R. Haggerty (Welland South):** Thank you, Mr. Chairman. I want to go back to the opening remarks of the Liberal critic here, Mr. Gaunt. He mentioned assessment and I'm not quite satisfied, or clear, on the remarks of the Minister. He leaves the impression here that he endorses the new business assessment on farms.

**Hon. Mr. Stewart:** I do not. At no time have I even suggested that. Mr. Chairman, I suggested, with respect to the hon. member, that assessment was to be dealt with under the estimates of The Department of Municipal Affairs and no place in these estimates is assessment to be dealt with. There is no reference made to it anywhere in this estimate.

**Mr. Haggerty:** Mr. Chairman, surely that's—

**Mr. Chairman:** Out of order.

**Mr. Haggerty:** Mr. Chairman, this might be quite so but I'm dealing perhaps with

the government's special committee studying taxation in the province of Ontario, set up by The Department of Agriculture and Food, and I was just wondering—

**Hon. Mr. Stewart:** What committee is that?

**Mr. Haggarty:** Farm income. They are dealing with—

**Hon. Mr. Stewart:** That wasn't on assessment.

**Mr. Haggarty:** —taxation of farm lands, and so on.

**Hon. Mr. Stewart:** That was part of their report.

**Mr. Haggarty:** That is right. So we are dealing with assessment in one sense, are we not? It is combined. So this is the point I want to raise.

**Mr. Chairman:** I would question that because, as far as the assessment is concerned, you can have high assessment rates and lower mill rates. And you can have low mill rates and high assessment rates. I would say that this is far too technical a matter to deal with under The Department of Agriculture and Food, particularly when it was not included in those estimates.

**Mr. Haggarty:** The question is: is it a policy of this committee of the government to endorse business assessment on farm lands? The reason I raise this question is the discrepancy that there is in farm assessment. For example, you can take the fruit lands in the Niagara peninsula in my own riding of Welland—I guess Mr. Morningstar will bear this out—or you take fruit farmers who are assessed as high as \$400 an acre for farm lands. In one year they can be wiped out totally by frost damages and yet they still have to make a commitment on municipal taxes. This is the question I raise. I think that this is an important issue—business assessment on farms. And it should be dealt with by this committee.

**Mr. Henderson:** Mr. Chairman, may I speak on that? You are dealing with Bill 204 which has been passed in the Legislature. A special committee set up by The Department of Municipal Affairs is to study farm assessment. This report, I understand, will be in the Legislature within the next month. This committee either has reported or is reporting shortly. I do not think it has any place here at all. I think we are all concerned with farm assessment—I know I am. There was

opportunity for people to make submissions to that committee last summer and I do not think it belongs to this department here at all today.

**Mr. Chairman:** Well, if that committee's report is in, how can it be discussed?

Interjections by hon. members.

**Mr. Makarchuk:** Mr. Chairman, surely this is part of the business of this committee, and also part of the policy of this government and of the Minister of Agriculture. It relates directly to the cost of production—and the least we could have is some comments from the Minister. Where does he stand on this matter?

**Hon. Mr. Stewart:** Where do I stand on the matter? I have no hesitancy about saying this whatever. The Farm Income committee report did deal with assessment and taxation. The complete report and analysis that they prepared was turned over to that committee for their consideration. The committee that has been appointed has been dealing with the matter of farm assessment and trying to work out some formula that would be applicable for farm assessment. I have no idea what they are going to recommend. I hope that they will come up with a formula or a principle of assessment that will be reasonable and fair to all concerned. We will be in a position to support that. What that will be, I do not know. But I think that it ill behooves us as a committee on agriculture and food to talk about the estimates of another department before this committee. **Mr. Chairman,** I just do not think it is in order.

**Mr. Chairman:** Mr. Spence.

**Mr. Spence:** Mr. Chairman, would it be all right to go back to these farm advisors or farm consultants? As I understood, there were 62 appointed.

**Hon. Mr. Stewart:** Mr. Chairman, if I may say this: Surely to goodness we can get on with the estimates item by item, vote by vote. We are simply going around and around the bush. Now I have no hesitancy to debate these issues as long as you wish to debate them, but let us do it in order, sir, if we may.

**Mr. Chairman:** I would concur with that. I believe that most of the members of the committee—I think that everyone has had a very good opportunity to express themselves at all times.



Interjections by hon. members.

**Hon. Mr. Stewart:** It's in the extension branch. We will deal with it then.

**An hon. member:** You mean with policies?

**Hon. Mr. Stewart:** No, not necessarily. We can deal with the policy under the individual votes as we go along. We have no hesitancy in talking about policy there. Let us get on with it.

**Mr. Chairman:** First, this was general policy and now you are trying to get into individual questions to a point where, probably, when we deal with those questions in detail the committee can well deal with those points again. I think we all realize that there is a time limit in which the work has to be completed. Therefore I would suggest that if the committee concurs with the Minister's suggestion, we should proceed with the estimates vote by vote. Then, when we come to the individual vote, we vote each one and have the opportunity to—

**Mr. Innes:** Just as long as we get the opportunity to question the new people who were hired, because this is new policy. It does not come under agricultural representatives. We were told that they were not in connection with it. As long as it is under extension, well and good.

**Mr. Makarchuk:** Mr. Chairman, I intend to continue this questioning here. This is under the main office vote and last year the Minister, in his opening kick-off speech, sounded the alarm regarding vertical integration in Ontario farms. Would he indicate just exactly what the government's policy is in that direction, and what he has done since that time to intervene against vertical integration?

**Hon. Mr. Stewart:** As far as our policy is concerned, there has been no great change concerning vertical integration. We believe that there are certain farmers who wish to vertically integrate their operations. They feel it is to their advantage and they wish to do that. There are other farmers who do not feel that way. We have not laid down any hard and fast rule, nor have we introduced any legislation which would say one thing or the other. We think it is a matter to be worked out among farmers, among processing companies, and between the commodity marketing boards relative to that particular commodity and the individuals concerned.

**Mr. Ruston:** With regard to the Farm Income report, I recall one place in it where we were graduating about 200 people a year from agricultural schools and that they predicted that we would need from 1,200 to 1,500 new farmers a year. Am I correct in that?

**Hon. Mr. Stewart:** Is it in the report?

**Mr. Biggs:** Yes. This is the number that was used. Again, it has been suggested that the report dealt in superlatives, or in the ideal, in the philosophy back of this, that it would take this number to replace the normal farmers who would be leaving the industry through selling or dying.

**Mr. Ruston:** Do you think that we do have this many farmers going back into farming each year at the present time? Do we have the figures on that?

**Hon. Mr. Stewart:** I understood that that was an optimum number. There were about half of those who went into agra-business, as I recall, and the other group were likely going back into agriculture at one level or another—I should say, in farming, not in agra-business. But the others went into the agra-business community.

**Mr. Makarchuk:** Regarding farm machinery, I do not think that this comes up anywhere else in the vote in this particular case. Again, I go back to the Farm Income report. It says the most effective way of achieving reasonable input costs would be the establishment of one central wholesale agency for farm machinery in the province, administered by the Ontario Farm Machinery Crown Corporation, to which all manufacturers would be required to distribute their equipment. Again, this is a very commendable idea and some effort, of course, has been made by the federation of agriculture by importing tractors.

There is no doubt that there have been reports of various studies and I am sure that there will be one coming out which will indicate that in many cases the farm equipment people are making, shall we say, more than normal profit. The other problem with farm equipment is the lack of parts, the availability of parts, the delay in obtaining parts. As a result the farmer ends up with his equipment being tied up for a great deal of time. Would the Minister indicate what the government is doing and where this would end? Is it doing anything or just sitting as usual?

**Hon. Mr. Stewart:** We are waiting for the Barber report to be submitted. The federal

government instituted the Royal commission headed by Dr. Barber and that report has not been submitted as yet. We will be interested to see what they have to say.

**Mr. Nixon:** Mr. Chairman, a point of order. I am not a member of the committee and it has been indicated that we can substitute members on short notice before the committee sits so that there is no great inflexibility there. On the other hand, it has been generally understood in standing committees that any member can attend and take part in the discussions without being in any secondary capacity but only those members who are duly accredited to the committee would take part in votes. Is that your understanding, sir?

**Mr. Chairman:** That is my understanding.

**Mr. Nixon:** Great. If it will be in order for me to make some comments at this time, I would like to do so. I wanted particularly to ask the Minister what formal machinery he had set up to implement the recommendations from the Farm Income Committee that has been referred to frequently this afternoon? As he well knows, the committee certainly ranged the field of recommendations.

His federal leader certainly latched on to the guaranteed minimum income with enthusiasm, but that is another matter. My point is that there is a wide range of recommendations within the committee. Its main purpose was to improve farm income. As I recall, just casting my mind back over the last, what, twelve months, the changes in government policy were to withdraw from the Junior Farm Loan and to rely on crop insurance rather than disaster payments that had been payable up until that time. These, in essence, have been the major policy departures.

Meanwhile, the government, or the Minister and his department, have been administering the farm industry but without significant change in policy that in fact has improved the farmers' income. Now I do not feel the situation is any less desperate than it was when this committee was appointed. We have now had its report and there are a number of recommendations that have been raised this afternoon. What is the Minister doing about sifting out from that report those matters which he as the responsible Minister can put forward? And has he got a committee in his department doing this and working on the implementation of those recommendations?

**Hon. Mr. Stewart:** Mr. Chairman, I have no hesitancy in repeating what I have said already this afternoon. But I think we have to bear in mind that if we are going to have members wandering into the committee, asking repetitive questions, then we are going to find—

**Mr. Nixon:** What was your answer when you were asked what you were going to implement in that report?

**Hon. Mr. Stewart:** I gave the answer to that question earlier but I will go into it again. I have no hesitancy about doing it but I think, Mr. Chairman, there should be some ruling on this. There were certain things recommended in the report, for example, the consolidation of farm credit. We went to Ottawa and discussed with the federal Minister the ways and means by which we could consolidate farm credit in Ontario. After a series of meetings between our respective staffs and again between ourselves as Ministers, we came to the conclusion that it just was not practical to consolidate. So we withdrew from the field and left that entirely to them on the understanding that we would expand, as the committee report suggested, in the field of farm management and consulting programmes. This we have done. These 62 people are the direct result of that committee's recommendation.

**Mr. Nixon:** You consider the committee recommended the withdrawal from the junior farmer establishment?

**Hon. Mr. Stewart:** No, they did not. The committee recommended the consolidation of the farm credit structure in the province of Ontario and referred to the fact that there was competition between the two levels of government, which there was, admittedly. As I said earlier this afternoon I do not think it behooves us, as administrators of the taxpayers' money in this province, to maintain a structure of competition. We withdrew from that field on the understanding that they would continue to provide the service.

There was one reason why we got back into the field and that was because The Farm Credit Corporation Act, the original Act, provided for the establishment of economic viable units and it did not take into consideration where a father might wish to establish one of his sons in conjunction with his own business or where brothers join together, or where there was a family co-operative-type plan. Each unit had to stand on its own and we simply felt that here was



a loophole left in the farm credit corporation administration. I discussed with the federal Minister of that day, Alvin Hamilton, this weakness as we interpreted it and he agreed that there was a weakness in their programme in this regard.

At that time I told him that we intended to go back into the field because we felt that it did not augur well for the agricultural industry to have over-capitalization. Where a farmer could set up a sum and use the same equipment on that expanded acreage we were cutting down per acre capitalization costs. He agreed that this was quite right. We did this. Since that time the federal government has amended that particular problem, as I called it, in their legislation. So in effect, we were really in competition with them. We expanded our extension branch services. There are other things that we have done.

**Mr. Nixon:** The question was: Have you an implementation committee? Or is it fully implemented as far as you are concerned?

**Hon. Mr. Stewart:** No, no we have not an implementation committee. There was a recommendation in the report that there should be one farm organization. It was a clear indication after the meeting at the Seaway Towers hotel that the delegates to that conference wanted us to draft legislation which would give them the right to vote on a general farm organization. We did this and they voted. We all know the results of the vote. It was turned down. Now we have no notion of implementing the report as such.

We think that the report makes certain recommendations to farmers and if they wish to act on them, they have the right now, in many instances under existing legislation, to implement many of those recommendations—for example, the consolidation of marketing boards. They can do that. They can, by vote, determine whether or not they establish production quotas and supply management as is referred to in the Farm Income Committee report. These are things that are there. It is their prerogative to do that now, if they wish.

**Mr. Nixon:** Do you feel that, as Minister, you are pretty well finished with the implementation of those recommendations that are available, that is, to you? And that the rest of it should be done by the industry without you?

**Hon. Mr. Stewart:** We think that we have implemented most of the recommendations,

if not all, and I cannot think of any that we have not implemented that has been suggested in the report other than the establishment of the Crown Corporation for Farm Machinery that we have not dealt with.

**Mr. Nixon:** And you have felt that the rest of it was just sort of a reference by the committee to the industry in general as to what the future was?

**Hon. Mr. Stewart:** I do indeed. To use that report as they see fit.

**Mr. Nixon:** So so far as you are concerned, you are finished with the Farm Income Report?

**Hon. Mr. Stewart:** I would not say that.

**Mr. Nixon:** Well, what are you going to do with it if you have done everything you can?

**Hon. Mr. Stewart:** I said we have done everything that was recommended in that report and that if the farmers wish to do the things that are recommended that they should do, then they use the legislation we have to implement them.

**Mr. Nixon:** So that in fact you feel that the structure is complete now for the implementation of the report.

**Hon. Mr. Stewart:** As far as our department is concerned with implementing the report on farming.

**Mr. Nixon:** Then you are through with it? Well, that is very interesting because the report is very far-reaching, as you know, in many areas which really do not concern the Minister of Agriculture any more than they concern any other individual Minister. That is why I think maybe the hon. member for Brantford was referring it to the McRuer Report as there are pages in there with statistical background that can be used in many departments as far as the future of the community of Ontario is concerned. I am rather surprised that the Minister would consider that as far as he was concerned it had been totally implemented.

**Hon. Mr. Stewart:** As far as our department is concerned—

An hon. member: He said that he was—

Interjections by hon. members.

**Mr. Nixon:** And I would say one further thing. As far as increasing farm income, the report was a flop—particularly the way it was

regarded by the Minister. He hasn't done anything so far. He has been a vehicle for retrenchment in the two instances the Minister has indicated. Now he says he's through with it when actually the whole feature of that thing was a new approach to rural life. Which you say is now for the farmers to do. I think it is inadequate.

**Hon. Mr. Stewart:** All right. That may be your opinion. Do I interpret then, from the leader of the Liberal party, that his approach to that report would be to implement it whether the farmers wanted it or not?

**Mr. Nixon:** Absolutely not. But I will—

Interjection by an hon. member.

**Mr. Nixon:** My approach—

Interjections by hon. members.

**Mr. Chairman:** Quiet. Quiet, please.

**Mr. Nixon:** My approach would be that you should go to that committee on rural assessment and not sit back and say that whatever they recommend, we will support—which is what you did say this afternoon. Certainly you did. If you are the Minister of Agriculture, you should be the chief person to recommend to the Minister of Municipal Affairs what happens to—

**Hon. Mr. Stewart:** I have recommended to that committee and to the assessment branch of The Department of Municipal Affairs what they have suggested. Are you suggesting that I should move in and administer The Department of Municipal Affairs?

**Mr. Nixon:** We want it discussed here, that whole matter of—

**Hon. Mr. Stewart:** I told you this afternoon—

**Mr. Nixon:** —very far-reaching recommendations which you, on the face of it, have rejected. You have said that we should not discuss it here—

**Hon. Mr. Stewart:** I have not rejected—

**Mr. Nixon:** —and that you had implemented all that you could do.

**Hon. Mr. Stewart:** I said I had referred that section of it to The Department of Municipal Affairs. As far as The Department of Agriculture implementation of the recommendations and the reports pertaining to our department, you suggest that the two items that I mentioned earlier—the Junior Farmer

Loan Programme and the expansion of the service to our farmers in Ontario through our extension branch—is that a retrenchment programme?

**Mr. Nixon:** I think it was a retrenchment that we got out of extending credit to junior farmers.

**Hon. Mr. Stewart:** So, in effect then, you are suggesting that our expanded service to the farmers of Ontario through the extension branch was not required.

**Mr. Nixon:** No, no, no. Why should I—

**Hon. Mr. Stewart:** That is what you said.

**Mr. Nixon:** Why should I accept the words you put into my mouth? You have been doing that all afternoon.

**Hon. Mr. Stewart:** Well, so have you. So have you.

**Mr. Nixon:** You have been doing that all afternoon. You have done it to three or four people on this side of the committee. Why should we sit here and—

**Hon. Mr. Stewart:** Well, that is exactly what you are trying to do with—

**Mr. Nixon:** —and that is certainly not what I said. I think that you have not served—

**Mr. Chairman:** Gentlemen.

**Mr. Nixon:** —the farmers properly in getting out of the extension of credit to junior farmers and to say that if you have the junior farm establishment role you cannot have a—

**Mr. Chairman:** Gentlemen.

**Mr. Nixon:** —is ridiculous on the face of it because you had them both for many years.

**Mr. Chairman:** Order. Order. I would point out that we have to get some ground rules here. I have been advised by the Speaker that printed *Hansards* will be available. That will give each member of the committee and each member of the Legislature the opportunity to see exactly what was said here. We are attempting a new thing, we all understand, and I think that the Minister is very apt in his remarks when he states that while we do encourage members, private members who are not members of this committee, to come in and take part in the discussion, nevertheless there is a question about the propriety of any member who is not a member of the committee coming in and



opening up the discussion on a line that has already been dealt with.

**Mr. Nixon:** May I just make a comment, Mr. Chairman?

**Mr. Chairman:** I am just trying to establish some ground rules.

**Mr. Nixon:** Nobody objects to the Minister saying, "I have answered that question." It is going to be in *Hansard* and certainly we would not pursue it because it is just like the House. Nobody is sitting in the House all the time listening to every word that is said, and

I think that he gave some information that was quite—

**Mr. Chairman:** I would like to establish some ground rules to the extent that whether or not the Minister will repeat what he has already stated, should be up to—

**Hon. Mr. Stewart:** If he wants me to repeat—

**Mr. Chairman:** —the discretion of the Minister in situations of this kind.

It being 6.00 o'clock the committee took recess.

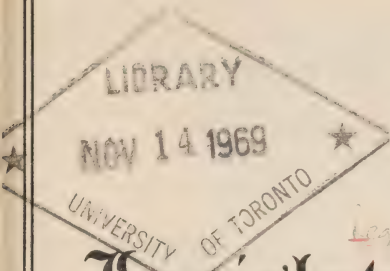












ONTARIO

*Legislature of Ontario*

# Legislature of Ontario Debates

**STANDING COMMITTEE ON SUPPLY**

**Department of Agriculture and Food**

Chairman: N. Whitney, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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**Monday, October 27, 1969**

Evening Session

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Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Monday, October 27, 1969

Head office administration, continued .....	S-xxxiii
General expenditure .....	S-xxxvi
Information services .....	S-xxxviii
Personnel services .....	S-xxxix
Financial and administrative services .....	S-xxxix
Loans in accordance with The Co-operative Loan Act .....	S-lii
Agricultural and Horticultural Societies .....	S-liii
Motion to adjourn, Mr. Chairman, agreed to .....	S-liv

## LEGISLATIVE ASSEMBLY OF ONTARIO

## Agriculture and Food Standing Committee

MONDAY, OCTOBER 27, 1969

ON THE ESTIMATES—DEPARTMENT  
OF AGRICULTURE AND FOOD*(continued)*

The committee met at 8.30 p.m. in committee room one.

**Mr. Chairman:** As you know, we are on vote 101 and there was continued discussion this afternoon on many things. I would suggest that it is time that we get down to the detailed clauses. What I wanted to have first of all was General Expenditure, which I believe was pretty thoroughly discussed. Unless there is objection, we can declare that vote.

**Mr. R. L. Ruston (Essex-Kent):** Mr. Chairman, I think we can. I was wondering what, with regard to the farm income quota and the recommendation that limitation of 3,000 pound porters be for milk marketing purposes. Is this a recommendation that will be up, I suppose, to the board to carry out and not the government? Even though the report does come to the Minister of Agriculture and Food? Has the Minister got anything to say in regard to that?

**Hon. W. A. Stewart (Minister of Agriculture and Food):** No, as I said this afternoon, in most matters that pertain to farm programmes that affect farmers themselves, they have their own rights and their marketing boards can decide on those things themselves. That would be among them.

**Mr. Chairman:** The fact that we look to the utmost, there are a great many different votes on which discussion could be made on these things.

**Mr. Ruston:** The farm income report comes under the general administration and I think if you are going to get into the milk commission, I agree with you that should come under that vote. But I think that if we are just going to deal with generalities with regard to the income report it probably should be under this vote.

**Mr. M. Makarchuk (Brantford):** Mr. Chairman, on the same vote 101, I want to discuss

information services, assuming that we are through—

**Mr. Chairman:** No, we are not through. We would like to be through the first section of 101 and agree that it is to do with the first section of 101.

**Mr. D. A. Paterson (Essex South):** I would like to ask the Minister a point of clarification on the policies of the department. I think the question left with farmers in our area in the past few years, that they should specialize and become more efficient—and this is the interpretation made and they have made this decision based on your department's promotion. It seems to me that especially during this year, with somewhat disastrous consequences in our area, that the department has not come up with a policy to diversify. Now I, myself, interpret that to be the specialists in diversity and have several crops in which they could rely on instead of having all our eggs in one basket. Is this the interpretation the Minister put on it? Instead of the farmers going 100 per cent into corn, they have a diversification with various other crops.

**Hon. Mr. Stewart:** I have been a farmer all my life, Mr. Chairman, as you have, and many others on this committee. I have always felt that it was never a good idea to carry all one's eggs in one basket. There may be some advantages in specialization. But I recall very well the words of Howard Patterson, who was formerly director of the agricultural and statistical branch in our department. I recall he once stated in the reviews of farm operations throughout the province—where a man had sources of income from at least three specialties—he always seemed to be able to withstand those ups and downs that do characterize the agricultural economy theme, to a better degree than one who has only one special product line.

**Mr. Paterson:** Yes, more so than those farmers in my particular area who have lumped all their efforts in one direction. It has been their decision based on their interpretation of what they should be doing in order to be an economic unit.



**Mr. J. P. Spence (Kent):** Mr. Chairman, may I add a little here under this vote? I think we have had this farm income report which suggests bringing the junior farms under the federal farms loan credit and having farm consultants, but still we have a very big outlook for agriculture across this province. I know, Mr. Minister, it is very hard to ask you what plans you have, or have you any plans that are going to help to solve this problem facing the agriculture industry. It is overproduction in general. Now I do not know whether these farm consultants are going to solve this problem. But what approach? We must take some approach. The deputy Minister in North Bay says, I believe I read it in the newspaper, that about 65,000 farmers will have to leave the agriculture industry.

Now there have to be some plans made. We have to start someplace to bring about something, or try something, that will help to alleviate some of these serious problems facing the agriculture industry. Now I do not know what it is—I have not exactly the answers myself—but we must have some approach or try something that will help to save the agriculture industry of this province or . . . immigration or big corporations, as you said last year, if I remember correctly, with their eye on Canada or on Ontario. Therefore sources of supplies of food. I do not know whether you have any more information in regard to these big corporations eyeing Ontario or not, Mr. Minister, but you must have some plans, with all your officials, that will help to solve or help to better agriculture.

**Hon. Mr. Stewart:** Mr. Chairman, the matter that the hon. member has raised is a very broad subject and I suppose one of the privileges of our democratic community is no matter what programme is advanced there is always someone who has something critical to say about it but no alternative to offer. That is one of our traditions and there is nothing wrong with that. I would like to preface any remarks that I might make by again reminding the members of the committee that the deputy emphasized this afternoon that he did not make that statement that is attributed to him. I believe the statement that he circulated this afternoon clearly indicates that was not the case. He was simply quoting DBS figures that indicated this.

Now as far as our department is concerned about what can be done for agriculture: It is extremely difficult to pinpoint any one particular thing that can be introduced that

would be effective in substantially improving farm incomes. There are a whole variety of programmes. Most of them, Mr. Chairman, are pointed to throughout the various estimates of this department. I think they are geared—certainly they are intended to be geared—to assist farmers to meet the situations in which they find themselves.

There is no question that many farmers today, for a variety of reasons, find themselves unable to earn a decent standard of living on the kind of farms on which they are located.

I suppose this is one of the reasons why many of them feel they would like to explore the possibilities that are offered in our programme of farm consolidation and re-training and alternate opportunities of employment. That is really working, I think, very well. It is catching on. But really this is something that has to be decided on an individual basis and we think through the expanded service that—the extension service and the expanded ARDA force—more farmers may be invited to explore these possibilities. Perhaps that is the answer; because some of them could find a much better living somewhere else, and already have. The land that they normally would use is made available to some other farmer to expand his operation so that it becomes a sizeable enough unit in agricultural potential. We hope to help farmers make decisions as to types of business and resources that they are using or not using to their advantage. This is one way that it can be done.

There are also things that can be done on a national basis among farmers themselves in their establishment of national marketing boards or commissions that would relieve the problem that was demonstrated a few years ago in cheese, more latterly in broilers. We may offend in instances as far as egg production in Ontario is concerned. These are things that I think we could hope that farmers would take the opportunity to do. They would certainly have our blessing and our support in these things. We have introduced so very many programmes in this Department that are designed to assist farmers to help themselves. I think that they have been effective in doing just this.

When it comes to actual income, it is extremely difficult for any provincial department to come right out and say, "Well, this is what we are going to do to increase individual farm income", because that evolves into a direct subsidy programme. I think we would all agree that the answer is not for one province to get involved in a subsidization war with another province, because that is what it amounts to.

**Mr. Chairman:** The hon. member for Lambton.

**Mr. L. Henderson (Lambton):** Mr. Chairman. A couple of things have come to my attention and I recall part of what the member for Kent (Mr. Spence) has said. We know in our province over the past eight or ten years there has developed a very large operation—we could say the broiler industry, the turkey industry, the hog industry or the beef industry. Now it would appear to me, and I have no proof, I am only speaking on speculation, that some of the large companies are involved in these operations and are manipulating the market. It would appear to me—and I will take the cattle industry—and I am not naming any company because I do not know any. These companies could be packing companies. They are large companies. Large enterprises are involved.

Are they manipulating? Is there any indication to you as a department of these companies putting their products on the market during the product's scarce season? Have you made an investigation of this? It would appear to me that maybe some of these large companies are controlling the markets. This is what has really happened to our farm income, as you know. The man who is producing a thousand cattle is a businessman. He is not a farmer any more. I do not care where you want to place it. And it would appear to me that some of the large companies would be financing these operations and that is, to me, the main problem with farm income today. Now I must appreciate knowing if you have or if you have not made investigations. Do you have any thoughts on it?

**Hon. Mr. Stewart:** We have no indication of this. There is certainly no indication of this that has ever reached my attention—and I have checked with my officials here and they tell me they do not know of any. Not that I know of.

**Mr. Henderson:** You do not know of any of the large packing or feed companies that are involved in anything large like this?

**Hon. Mr. Stewart:** No. There are some packing companies and there are some feed manufacturing companies that do research work with feeder cattle, hogs, turkeys and chickens; but I do not think there is anything wrong with that. They are simply —

**Mr. Henderson:** It is confined strictly to research, is it?

Interjections by hon. members.

**Mr. Henderson:** I do not care what the contract says. They put these cattle, or pigs, or turkey, or whatever it might be, on the market at the high season. They are in a position that the farmer is not in—to know when there is a scarcity of his product—and thereby they are controlling the market. But again it is only my own speculation, as I say—I have no proof of the statements I am making at all. I am just wondering if the hon. Minister has any thought of investigating this end of it.

**Hon. Mr. Stewart:** We have checked those things out. I do not know how you go to a farmer and say, "Well, who is financing you?"

**Mr. Henderson:** Did you go to the packing company when last spring their steers were 38 cents a pound? Where are these large organizations placing their steers on the market?

**Hon. Mr. Stewart:** We do not know that they had any large holding of steers. If they did, we do not know, and I tell you that quite truthfully. We do not know of any large holding of steers. I have made inquiries. I have inquired of our staff to find out whether or not there are. Now if some people are aware of it, I will be happy to learn.

**Mr. Henderson:** Speculation.

**Hon. Mr. Stewart:** They may own a load here or there that they are trying out feed products on—new feeds but I do not know of any—

**Mr. Henderson:** I have heard that in the United States, there are states that are having this problem.

**Hon. Mr. Stewart:** Yes, there are. There is no question that in the United States there are some of the large processing companies that do own their own feed lots, and they do put in. The Montford operation in Greeley, Colorado, is perhaps one outstanding illustration of that, where they do have substantial holdings of cattle themselves, and they bring them in as feeders, feed them out; slaughter them, process the meat and ship it all over the United States. But I do not know of any such operations in Ontario.

**Mr. Makarchuk:** Mr. Chairman. I consider the Minister's statement as rather naive when he says, "I do not know of any such operations in Ontario". You do not have to look very far, Mr. Chairman and Mr. Minister, to



see the price of tractors—which are manipulated prices—when the farmers are bringing them in from England. You could look at the cost of fertilizers and surely that is a manipulated price. You could look at the cost of meat that was imported to the country. It did not in any way whatsoever lower the cost of meat to the consumer. But it certainly lowered the cost to the farmer, or rather, the amount that the farmer is receiving.

**Mr. Chairman:** Order. This is a repetition of a great many of the arguments that took place this afternoon. The Minister gave answers to a great many of these things, and this is a simple repetition of the whole thing. I rule it is strictly out of order. And I would say to the members of this committee, if they want to get on to the estimates of this, we can stay right here on this simple merry-go-round. You have no questions. You have an opportunity to ask questions on the various votes throughout and I would suggest that this is simple and purely a repetition of what was stated this afternoon, to which the Minister has already given replies on every point. I suggest to Mr. Makarchuk that you are offering no new suggestions whatever.

**Mr. Makarchuk:** Well, Mr. Chairman—

**Mr. Chairman:** And I would ask, what point is gained? I do believe that other members of this committee are interested in other things. I would suggest that we deal with the third vote, General Expenditures, 101, and I am going to call it. Carried.

**Mr. Makarchuk:** Mr. Chairman, in the first place, you should be aware of what your function is in this particular committee. You should carry out the same function that is carried out in the major house. You have no right—

Interjections by hon. members.

**Mr. Makarchuk:** We are discussing a matter of policy—

**Mr. Chairman:** Order, order.

**Mr. Makarchuk:** We are discussing—

**Mr. Chairman:** Order. I have sat as Deputy Speaker in the Legislature and when there was endless repetition—such as what I perceive the hon. members endeavouring to carry on—I have ruled on its being repetitious and called it out of order. And I made it stick too. I would suggest that this is strictly out of order. It is a repetition of what the hon. members have already stated this

afternoon and to which the Minister has given a reply. I would suggest that we proceed with the votes individually within the estimates.

**Mr. Makarchuk:** Very well, Mr. Chairman. We will go with the vote, Main Office, the Office of the Minister, that is the vote we are concerned about. Now the Minister recently said that when—

**Mr. Chairman:** All right. Vote 101. We will move on.

**Mr. Makarchuk:** Right. Now when the hon. member for Lambton got up and mentioned that he has suspicion in his mind that somebody might be manipulating prices somewhere in Ontario or Canada—but we will deal with Ontario for your benefit Mr. Chairman—the Minister said, “Well, there is nothing wrong with that. I cannot see anything wrong with that.” Surely the Minister—

**Hon. Mr. Stewart:** I did not say anything of the—

**Mr. Chairman:** Order.

**Mr. Makarchuk:** *Hansard* will bear me out that this is exactly what the Minister said.

**Hon. Mr. Stewart:** I did not say that.

**Mr. Makarchuk:** He had no suspicion that anything—

**Mr. Henderson:** I object strenuously to that. I sat there and he did not say that. He simply said that he had no evidence and no knowledge that that was the case—which is something altogether different. I will go along with repetition that is *bonafide* but not misrepresented. I would suggest that you hear the individual items and Vote 101, General Expenditure.

**Mr. Chairman:** Carried.

**Mr. Makarchuk:** Look, is the Minister prepared to answer that question?

**Hon. Mr. Stewart:** Yes. I will answer the question as to the—

**An hon. member:** Certainly it is a matter of policy.

Interjections by hon. members.

**Mr. Henderson:** The Minister answered that question quite satisfactorily. To the best of his knowledge this is not happening. That is the answer he gave and I am quite satisfied with it.



**Hon. Mr. Stewart:** I said I did not know it if it was happening—I did not say if it was all right.

**Mr. Makarchuk:** Perhaps the Minister will describe to us the discrepancy in prices that exists between tractors purchased in England and purchased in Canada; the discrepancy in prices that exists between fertilizer purchased in the United States and Ontario; and the discrepancy between the cheap beef that was introduced into the country and the fact that the consumer is paying the same price he has been paying all along, although the farmers get less. Now will you just answer those questions?

**Mr. D. A. Evans (Simcoe Centre):** Mr. Chairman. Can these things not be discussed after this vote? We are way off base here entirely. I think we should be discussing bonuses here regarding salaries and that is the first part of vote 101.

**Mr. Chairman:** That is exactly what we are trying to establish and I would suggest that we proceed on that basis. With the support of the committee, that is what we will endeavour to do.

**Mr. R. Haggerty (Welland South):** I think we should discuss the Farm Income Report and perhaps—

**Mr. Chairman:** That is another repetition.

**Mr. Haggerty:** But you do not know what we are talking about, Mr. Chairman, so just hold your seat there for a moment. I would like to know the position or policy of the Minister with regard to the operations of farms in the new regional municipality of Niagara, particularly towards the land and farm lands being absorbed into larger cities. Now this is most important. I bring this to the attention of the Minister because I know when the amalgamation of Coleman and the city of Welland took place some few years ago, farmers were charged for sidewalks, street lights, you name it, all these other city services, and they never ever received any of this—none of the benefits whatsoever. I am telling you that, in this new regional municipality of Niagara, farmers will be paying for water charges in that municipality and will not receive the services.

**Mr. Chairman:** Are you talking about Municipal Affairs?

**Mr. Haggerty:** This is not Municipal Affairs. This is farm policy and it must come from this government.

**Hon. Mr. Stewart:** It has absolutely nothing to do with this department.

**Mr. Haggerty:** It does not? Well, what does it come under, Mr. Chairman? You tell me.

**Mr. Chairman:** The Department of Municipal Affairs.

**Mr. Haggerty:** No, I disagree with you.

**Hon. Mr. Stewart:** You can disagree if you like.

**Mr. Haggerty:** I think when you are talking about farm income it deals with all types of taxation to the farm people in this province.

**Some hon. members:** Sure it has an interest in this department. Sure it has.

**Mr. Haggerty:** That is right. And when you take farm people and put them in cities—

**An hon. member:** It is a municipal matter.

**Mr. Haggerty:** It is a municipal matter, is it?

**An hon. member:** Yes.

**Mr. Haggerty:** Where does its direction come from?

**An hon. member:** Municipalities.

**Mr. Haggerty:** No it does not. It comes from this government and you are part of that government. You set the policy.

**Mr. Chairman:** You are entirely and completely out of order and I would ask this committee to support me in that contention because this whole thing is a matter of repetition and a situation of bringing in other departments. Sure they are all integrated and we are all connected. You can argue in any and all parts of their connectiveness. But nevertheless the government has made a division by departments and we have a series of votes. Yet there are certain members of the committee who would insist on bringing in other departments and other questions pertaining to Municipal Affairs and it would appear to be an obstructionist tactic.

I would suggest that even the first clause suggests nothing of some of the subject matter that is being introduced—even with the objective of passing the first clause of vote 101. Here we are with other clauses to follow under vote 101. Surely you could at least divide them up a bit and not put them all according to the first clause. It

would be my suggestion that I simply rule the latter remarks, the remarks of the hon. member for Welland South, strictly out of order because I feel that it is a repetition and has been dealt with at great length earlier today.

**Mr. Haggerty:** This might be quite true, Mr. Chairman, but I think it has been discussed by all members when we talk about the farm income report. This is what I am trying to discuss. There is a problem here and all I am asking for is some direction from the Minister.

**Mr. Makarchuk:** Mr. Chairman, I wonder if we can get back on the matter of the Minister's salary? Since we have discussed the policies advocated by the Minister, surely the least he could do would be to answer the questions we asked. Does he really believe there is no manipulation of prices by large corporations?

**Mr. Chairman:** That question has already been answered.

**Mr. Haggerty:** Well, what did he say?

**Mr. Chairman:** Question number one. Carried.

General Expenditures.

**Mr. Ruston:** Mr. Chairman, has the Minister discussed with other provincial Agriculture Ministers at any time in the past year or so the possibility of national marketing agencies of some type?

**Mr. Chairman:** Yes. Section number two. Summary of departmental and administration programme by activities.

**Mr. Paterson:** Mr. Chairman, I want to discuss travelling expenses. I believe it is the second item under the first vote.

Interjections by hon. members.

**An hon. member:** Well, there are travelling expenses in every one of the sub items.

**Mr. Paterson:** Certainly. I wanted to know two things in regard to travelling expenses. I notice under this first vote that there is a sum of \$15,000 automobile insurance. I would assume it would be the main offices that make the purchases of the cars for your department, and, if so, are they put out to tender for purchase and whereabouts would the insurance be placed? I am expecting that the province as a whole carries its own insurance.

**Hon. Mr. Stewart:** The Dominion of Canada and General Insurance Co. carry the insurance placed through The Department of Highways. The cars are purchased directly from the manufacturers involved through central purchasing.

**Mr. Makarchuk:** Have we carried the main office now?

**Mr. Chairman:** Main office is carried.

**Mr. Chairman:** Information Services.

**Mr. Makarchuk:** Right. I wish to speak on that particular estimate. I notice that this year the Minister is spending more money on extension work. This is a more extensive programme that he has in mind for the rural area and again I want to introduce the "Challenge of Abundance." It is rather skeptical about the money that has been spent on information services in the past, and it says so in referring to 4-H Club people. But it also deals with the whole aspect of farm information. I quote:

Outwardly it is the function which causes a misdirection of some young farm people. At a time when there are still too many good alternatives, too many young people are being trapped in farming and the 4-H and Junior Farm organizations are making too little effort to point out the disadvantages of farming as an occupation. In fact, they may encourage young people to consider farming as an occupation when they would not otherwise do so by promoting their interests in more glamorous aspects without pointing out the economic problems.

It continues further on:

It must be broadened and redirected to point out all the opportunities—

**Mr. Chairman:** I would point out to the hon. member that in relation to information services generally, the subject matter about which you are talking is not very apropos. It should probably be in the extension branch where the advertising is done on that particular thing. I mean that is the actual works. This is administration and administration only that we are dealing with at the present time. When we come to the extension branch, that is the time that these remarks should probably be made.

**Mr. Makarchuk:** Could the Minister, in that case, indicate why there was an increase in the amount spent for information services and just what function do they perform?



**Hon. Mr. Stewart:** The information branch is, I think, one of the most prominent branches of our department inasmuch as there is little sense in spending the kind of money we spend on research and on finding better ways of doing things technologically if we do not get that information out to the farmers. So we attempt to do this through various means in our department: through the general publications; through mailing lists of items of interest to farmers and to the ARDA business community; and through press releases and feature articles to radio and television. We had a farming TV series that was a short course brought to each farmer's own home through a series of three television broadcasts each winter for the last three years. There are films and slide production units that are sent all over the province. We have graphic arts displays. We have film libraries. We have a photographic service. All of which is tied in to the dissemination of information throughout the province.

Now, the demand on the information branch to provide more information as people become aware of the service, generates an increase in activity in that department. And the subsequent increase in salaries and operating expenses represents a good deal of our increased costs.

**Mr. Makarchuk:** Mr. Chairman, on that same point: The fact that you do disseminate a considerable amount of information and the fact that the Farm Income report says a lot of the information is not correct information the farmers are getting at the moment. Are you telling the younger people that possibly farming may not be the answer to their life and therefore consider going into some other things?

**Hon. Mr. Stewart:** That should come under 4-H, Mr. Chairman. You are quite right. The 4-H club programmes should be discussed under the extension branch of our department. This is the information branch of the department.

**Mr. Paterson:** In the public accounts that we have before us the major sum in this particular section was related to the Farm Income report. I would assume that there would be a carry-over with their bill in this particular vote—this year's. I think the sum reported to the House was some \$298,000. I wonder what portion of added amount to that would be contained in the vote this year?

**Mr. E. M. Biggs (Deputy Minister):** This is being used for the work that is being done on the research documents—

**Mr. Paterson:** I recall the debate in the House as a figure thrown out of a hat of \$500,000 for this report. This apparently is not correct—that amount of money. Is that correct or was some budget carry-over for this figure?

**Mr. Biggs:** This was actually over a three-year period because the initial work started in 1966, and over the winter of 1967. Then there was the 1967-1968 budget—

**Mr. Paterson:** Then the total amount, in fact, approached somewhere around the half million dollar mark?

**Mr. Biggs:** When you take the cost of publication and the other allied costs—

**Mr. G. W. Innes (Oxford):** How much in excess?

**An hon. member:** I believe the total amount would be about \$715,000.

**Another hon. member:** That is quite a lot of excess.

**Mr. Chairman:** Information services—carried.

**Mr. Evans:** Does The Department of the Attorney General do legal work for the agricultural department? Is part of their salaries included in this amount?

Interjection by an hon. member.

**Mr. Evans:** This is all extra, is it?

**An. hon. member:** This is our department's legal expenses.

**Mr. Paterson:** Does the department from time to time hire outside experts, such as the expert on marketing, legislation or are all lawyers within the government branch?

Interjections by hon. members.

**Mr. Chairman:** Carried. Personnel Services. Carried. Administrative Services. Carried.

**Mr. Makarchuk:** Mr. Chairman. Once again, would the Minister indicate why the amounts have gone up from last year? That was \$143,000 to \$283,000 this year, as well as travelling expenses, because they were only \$2,500 and this year they are \$27,500. Maintenance last year was \$42,000 and this year is \$164,000. These are rather large increases however you look at it—percentage wise or dollar-and-cents wise.



**Hon. Mr. Stewart:** We will find that out for you. My information is that it is because of re-organization of this programme planning. We will check this with our people.

Interjections by hon. members.

**Hon. Mr. Stewart:** Would you explain, Mr. Sewell, what has happened here?

**Mr. R. Sewell** (Department of Agriculture and Food): There has been a re-organization of our department whereby the central services such as mailing, postal and the like are in the main head office area now, rather than being spread out throughout the various other portions of the department. We also have some responsibility for the servicing of office machinery, maintenance of photo-copiers, parcelling and despatching of supplies, the purchasing of stock and supplies. All that fits into that particular branch but it has been removed from other branches and put into this centralized service.

**An hon. member:** Is this true, Mr. Sewell?

**Mr. Sewell:** Yes. That is correct, sir. Actually our travel expenses are down this year.

**An hon. member:** Workmen's compensation board, awards and costs. I know what the costs are because I have been in business myself, but what do you mean by awards?

**Hon. Mr. Stewart:** We pay the workmen's compensation board from our department for any accidents that happen to workmen on our respective agricultural colleges or demonstration farms. That is what is meant by an award. So the workmen's compensation board administers the plan. The workman gets paid the same as if we were paying him on a basis of assessment—the same as you in your business or any of us in our own businesses would be paying. But we pay them and they pay the workmen. That is what is done.

**Mr. Henderson:** In other words, you pay the actual costs, not 3 per cent or 5 per cent as other companies do.

**Hon. Mr. Stewart:** The actual costs.

**Mr. Chairman:** Carried.

**Mr. Makarchuk:** Mr. Chairman, I can understand you consolidating mailing, postage and so on but that would not contribute to higher salaries. The other point is if you were moving it out from some other area into this particular area, there would have been a decrease in the other area. What I would like to know in this case is where did you cut it

back? If you increased it here, where was it cut back?

**Mr. Sewell:** May I answer that? The cut-back would be rather small in each branch. There are about five or six people, but from various branches. It would be very difficult to pinpoint the individual members. One was from the head office of the extension branch as I recall, one from the dairy branch or milk commission, and so on.

**Mr. Makarchuk:** Well, what you are saying in that case is that as a result of those small cutbacks in the various departments you have roughly a 100 per cent increase. Last year you spent \$143,000 in salaries in that area and this year you are spending \$283,000, which is almost a 100 per cent increase. Is that what you are saying? That you have got about 28 people, 18 people, who earn roughly \$10,000 each for this department.

**Mr. Sewell:** I'm sorry, sir, but I cannot get the figure of \$143,000.

**Mr. Makarchuk:** Have you got last year's estimates?

**Mr. Sewell:** Yes.

**Mr. Makarchuk:** On page 9, finance and administration, vote 103, salaries—\$143,000.

**An hon. member:** Page 9 in 1968-1969?

**Mr. Makarchuk:** It's 1967-1968. This is on comparing last year's to this year's.

**Mr. Sewell:** Well that, sir, is the 1968-1969 estimate.

**Mr. Makarchuk:** No it isn't.

**An hon. member:** Stick to the procedure.

**Mr. G. E. Smith** (Simcoe South): Mr. Chairman, I would like to ask the Minister, through you, what function data processing plays in your department in connection with—

**Hon. Mr. Stewart:** Mr. Sewell can reply to that in detail.

**Mr. Sewell:** There are several applications for data processing. One or two of the applications are strictly internal, for compiling details of expenditures, revenues, etc., within the department—various breakdowns of items which are to be used in public accounts. However, there are some other applications. For example, the milk quality programmes for sending information to farmers. The dairy herd improvement programme is also in data processing whereby the various tested records

are recorded and processed through computer to send the information out to farmers. Data processing is mainly a means of compiling and processing data with a saving of manual labour. It is used quite extensively too in the farm economic and statistics areas. However, all the data processing costs are in this one item for the whole department.

**Mr. Paterson:** On this same point, may I ask, do you lease the central computer here at the buildings or do you have a small computer of your own?

**Mr. Sewell:** No, sir, we do some of the work leased at this computer and we actually lease from The Department of Highways and The Department of Civil Service. We do it wherever we can get the best service at the best price.

**Mr. Paterson:** I wonder if I might take a minute here to expand on this. I hope that when we report back to the House possibly I can put forth a proposition that might be of benefit to the agricultural economy by the use of a computer-based operation in relation to the distribution of goods and the movement of agricultural products. I have thought of this for a number of years and I have put it forth on a couple of occasions, whereby possibly this department should put more emphasis in the computer age for the benefit of our farmers. Basically our problem is in the distribution of goods from the market place to the tables of consumers. Somewhere along here there has been a breakdown. I feel that if there could be several computer centres in the various growing areas of our province—not on lease, I realize this would be financially impossible—whereby the local farmers could phone in or watch a ticker tape and just see what goods are rolling from the United States into our province, if they are in competition with that, or what goods are coming onto the market from various parts of the province. I just wonder what the result of your studies would be. Or have you ever looked into this particular question to see if this might be one way of trying to improve the basic level of income for our farmers by assessing the market movements and the distribution points other than Metropolitan Toronto?

**Hon. Mr. Stewart:** Could I ask the hon. member a question too? I am intrigued by that suggestion. Are you referring to the updating on a regular basis—say on a daily basis—of supplies of various types of produce available locally, and on an import basis as well?

**Mr. Paterson:** Yes. This is basic to my thought and I would hope to be able to expand on it further. But I would think that every transaction by a wholesaler in the market place could be recorded automatically on a punch-tape machine with a computer outlet. It could be done through the market here in Toronto, at the food terminal or some such place as a memory bank. It would then be fed back to such areas as Niagara, Essex County, or Holland Marsh. Also the purchases of importers being fed into it to make sure that all the produce specifically, isn't coming into the Toronto market. They might possibly move some of it up to Owen Sound or North Bay or other places so that we won't be caught in an over-supply situation at a lower price. I think that this is worth investigating.

**Hon. Mr. Stewart:** It certainly is. I appreciate the suggestion, Mr. Chairman. We look forward to your comments further on—

Interjections by hon. members.

**Mr. S. Farquhar (Algoma-Manitoulin):** Another topic that bothers me and I can't, I think, get into it in any depth or I will be out of order. If we have the data processing equipment couldn't it be, or maybe already it is, geared to handle transfers of property. It seems to me that one of the big things that affects agriculture is the fact that certain amounts of acreage were previously active farms are not now active farms. For instance, would your department have access to registry offices in a way that would decide in a particular area that suddenly four farms disappear from active farms and become non-active farms? I don't want to expand on this at the moment because there is much more to be said about it and it is of very great concern on Manitoulin. A whole farm, a whole section of a township, is being robbed by American entrepreneurs. Of course, this is directly related to the fact that the farmer's sons have left and he is not making any money. He's tired and he got a good price so he sells.

I wonder, related to your data processing machinery, are you concerned about property that is leaving the active category and becoming non-active farm property, no matter how good a farm it is, how much potential it has? It is certainly happening. It is happening to the point where I brought some registry figures and spoke to the Premier about it and developed some avenues of concern there. But I am wondering if—just as an aside and because we happen to be



talking about data processing at the moment—if there wouldn't be some way to compile actual acreage of farm, non-active and active farms, as transactions take place.

**Hon. Mr. Stewart:** I would think that this would really fall into the category, Mr. Chairman, of the updating of statistics—statistical information pertinent to the agricultural community and the farmer. I think the suggestion made is an excellent one. I would like to see if you could explore those possibilities. Perhaps there is a way of reporting to us somehow, I don't know.

**Mr. W. Hodgson (York North):** Mr. Chairman, I think there's lots of possibilities. This will be all done through data processing machines in our assessment department.

**Mr. Farquhar:** I don't want to get into an argument, but I would suggest that the assessing procedures on that farm, simply because somebody else bought it, is not going to reflect any difference in the assessment of those farms at all. I think there will still be farmers and farms and they will still be assessed as farms.

**Mr. Hodgson:** We employ this particular type of assessment in the area I represent, and certainly non-active farms are assessed quite a bit differently from active farms. It is not necessary that you buy the farm—you might be a speculator—but it is still being farmed by somebody else. It is still producing farm products. This is the way it is set up in our area and elsewhere. It's assessed as a producing farm. They have to have this standard to assess whether the farm's a producing farm or a farm left purely for speculation, or left bare and growing weeds.

**Mr. Farquhar:** I don't want to get into an argument over it. I just was wondering if your data processing machinery couldn't have some function. It seemed to be no problem to me to have a look at the Registry Office and see the many transactions that are going on. I mentioned one, but I'm talking about wholesale transactions that took place in this way.

Interjections by hon. members.

**Mr. Chairman:** Carried. Systems to Procedures. Carried.

An hon. member: Carried.

**Mr. Chairman:** Vote 102. General Expenditure.

**Mr. Makarchuk:** Yes, Mr. Chairman. On this particular vote I wonder if there isn't any duplication in 102 and 103? I noticed under Grants re Agricultural and Horticultural Societies, it's \$502,500.

**Mr. Chairman:** Would you care to put them in order?

**Mr. Makarchuk:** Yes. Fortunately or unfortunately, yes. Then again, on the following page, we have the same estimate all over again, with the same amount entered in vote 103. I'm wondering, would you explain that to me please?

**Hon. Mr. Stewart:** Would you explain that, Mr. Sewell, please?

**Mr. Sewell:** on page 9, vote 102 shows items 1 to 12 and the total expenditure for those items. They are not statutory items. Pages 10, 11 and 12 show a more detailed breakdown of those items. You notice on the next three pages, the details are in between those central lines, so certainly there is a duplication in the fact that it is summarized in total between the items on page 9 and more in detail on the next pages.

**Mr. Makarchuk:** In other words, Mr. Chairman, we have your assurance that we haven't voted \$19,000,000 under vote 102, and then \$28,000,000 under vote 103.

**Mr. Sewell:** That is true, sir. Vote 103 is what are termed disbursements. They are disbursements from the Treasury Department to our department. The total of \$19,658,000 plus \$9,200,000 makes a total of \$28,858,000.

**Mr. Makarchuk:** But referring again to Agricultural and Horticultural, you have the same disbursement entered in both votes 102 and 103.

**Hon. Mr. Stewart:** No, sir. The other is inside the column. The ones that are inside the column are the sum total of the ones that are outside the column. We're not adding them twice—just once.

**Mr. Makarchuk:** I just wanted to make sure, that's all.

**Hon. Mr. Stewart:** You're quite safe in that.

**Mr. Spence:** Mr. Chairman, under this vote can we talk about the farm consultants that are going to be engaged or have been engaged?



**Hon. Mr. Stewart:** On page 11, Extension. Do you want to carry these as we go through them, Mr. Chairman?

**Mr. Chairman:** I'm a little confused here myself because—

Interjections by hon. members.

**Mr. Chairman:** I think that the hon. member's point is well taken because here is vote 102 and the sum that he suggests of \$502,500. And here is a different number for vote 103. It would seem to me that they should have come under vote 102 rather than under vote 103.

Interjections by hon. members.

**An hon. member:** Yes, it does. The summary of the agricultural production programme is right there.

**Another hon. member:** Why have two votes and a duplication of the same thing?

**Mr. Chairman:** If I followed the summary on vote 103 at the top of page 10 it would be a combination of the two showing the details. Consequently, on vote 102 we will start with general expenditures, salaries, travelling expenses, maintenance, grants and interest payments, grants to agricultural and horticultural societies. Does anyone wish to ask any questions?

**Mr. Henderson:** Has the number of agricultural societies increased over the last year? Do you know off hand? I'm a bit disturbed in looking over the province about our agricultural societies. Are they fading away, or are they holding their own? Where do they stand? With the change in our economy it would appear to me that they are slipping by the wayside somewhere.

**Hon. Mr. Stewart:** There aren't many dropping out. There may be a few, but very few. There have been a few consolidations, but very few.

**Mr. Henderson:** But generally they're holding out?

**Hon. Mr. Stewart:** Yes, generally speaking, they are.

Interjections by hon. members.

**Mr. Spence:** Grants and interest payments. Do these grants cover grants to milling or corn—farm grants? In item 4 grants and interest payments the total is \$7,809,800. What grants are included in that? Are these the grants to—

**Hon. Mr. Stewart:** Capital grants.

**Mr. Spence:** Capital grants. What do they include, Mr. Minister?

**Hon. Mr. Stewart:** The capital grants programme of our department is the grants—

**Mr. Spence:** That's water?

**Hon. Mr. Stewart:** Yes.

**Mr. Spence:** Barnyards and farmyards?

**Hon. Mr. Stewart:** Yes. Drainage and buildings are one set of capital grants that are paid by The Department of Agriculture—one third, with the maximum of \$1,000 per farmer. The other grants on drainage and on buildings and on the supply of water, are 50 per cent. They are paid under ARDA, with a maximum of \$1,500. Field enlargement is 40 per cent of the cost with a maximum of \$1,500. This is the way it was worded in the ARDA agreement at the time.

**Mr. Spence:** How many grants were given out this year?

**Hon. Mr. Stewart:** We have that some place, if I can put my hand on it. Is that this last year? Have you got that figure right there?

**Mr. Sewell:** The total capital grants under construction and drainage were \$10,730. They totalled \$6,345,000.

**Mr. Henderson:** One third still comes through The Department of Municipal Affairs, doesn't it? This \$10,000,000—

**Hon. Mr. Stewart:** That's municipal drainage. That's under ARDA. This is capital grants.

**Mr. Henderson:** Is municipal drainage under this?

**Hon. Mr. Stewart:** No.

**Mr. Paterson:** Mr. Chairman, item No. 4 on interest payments. I assume that when the budget was drawn up and this book printed that the department had set a certain interest rate that they had anticipated paying and since then, no doubt, bank interest rates have risen. On what basis had you calculated these interest payments, and what extra did you—

**Hon. Mr. Stewart:** The interest referred to there refers to the guaranteed bank loans to farmers in the adverse weather programme of 1966 and 1967. That was where the interest rate was fixed at that time.

**Mr. Paterson:** How much were you forced into paying in extra sums?

**Hon. Mr. Stewart:** We have to pay part of that each year until they are paid off.

Interjection by an hon. member.

**Hon. Mr. Stewart:** It is the same rate, yes. It is a fixed rate that was set up at the time. I thought I explained that. A fixed rate—six per cent I believe.

**Mr. Hodgson:** Six per cent and seven per cent for the next?

**Hon. Mr. Stewart:** Yes.

**Mr. Makarchuk:** Mr. Chairman. I would like to ask the Minister regarding subsidy payments of the Ontario Crop Insurance Fund. Would the Minister indicate if the sum of \$326,000 that he has budgeted in this year is an adequate amount to meet the demands this year? Is this an adequate amount to meet the demands of this year particularly since there were certain fairly heavy losses in various areas?

**Mr. Lantz:** Mr. Chairman, Mr. Minister, gentlemen. Subsidy payments totalled \$326,000. That represents an average of 30 per cent—25 per cent from the federal government and five per cent from the province of Ontario based on an anticipated \$5,000 policy. Part of that would come back from the federal government. This represents the 30 per cent subsidy on the average.

**Mr. Makarchuk:** In other words the payment from the province amounts to something like \$15,000?

**Mr. Lantz:** Yes, this is the gross figure of the two.

**Mr. Henderson:** I just wanted to ask about item eight. Have you passed that? Where are we at?

**Mr. Chairman:** I'm beginning to wonder myself. It has been suggested that instead of proceeding with vote 102 it would be easier to understand if we started with the summary of agriculture production programme by administration under vote 103 and then try to tie it back to votes 102 and 103. In order to do that we will start with administration and general expenditure on page 10. This would include salaries, travelling expenses—

Interjection by an hon. member.

**Mr. Chairman:** No, I understand that 102 and 103 are tied up together in this way.

**Mr. Henderson:** In other words, there is a misprint in the budget book—is that correct?

**Mr. Chairman:** No, we don't—

**Mr. Makarchuk:** Well, that is it? You do not have 102 or you have 102.

Interjection by an hon. member.

**Mr. Chairman:** We were at one time, but we have established things are tied up together. I don't know what accounting this is but—

**Mr. Makarchuk:** Is this where Mr. C. S. MacNaughton is going to raise the part of the \$48 million for school subsidies, perhaps?

**Mr. Chairman:** I think he is going to be out another \$48 million from what I can gather by looking at this.

Interjections by hon. members.

**Mr. Henderson:** Can I ask a question on item 8, vote 102, page nine? I don't want to jump by any. I wanted to ask, Mr. Minister, about compensation payments—what do these consist of?

**Hon. Mr. Stewart:** You'll see the detail on page 11 under livestock grants, subsidies and compensation payments. They are grants and subsidies re livestock \$220,000, compensation for damage by hunters \$15,000, Beef Cattle Performance Association \$5,000 Council of Rabbit Clubs \$100, Poultry Council \$3,000, Sheep Breeders \$500, Swine Breeders \$500 and the Swine Improvement Council \$2,000.

**Mr. Henderson:** And is this \$15,000 pretty accurate, Mr. Minister, or do you have—

**Hon. Mr. Stewart:** Yes, I would say it was. It's just a little under. About \$14,500 or \$14,600—something like that.

Interjection by an hon. member.

**Mr. Haggerty:** I wish we'd carry on with vote 102. Votes 102 and 103 go together. If you start on page 10 under the Summary of Agricultural Production Programme by activity you'd develop the thing in proper order.

Interjections by hon. members.

**Mr. Biggs:** Mr. Chairman. We have three divisions or so in the department—look at the top of page 10. The total budget for Mr.



Lantz's division is \$28,858,000. That consists of two votes—votes 102 and 103. Vote 103 had a capital expenditure and vote 102 is a general expenditure. Ones in which you're really interested in detail start at the bottom entitled Summary of Agriculture Production Programme by Activity. This is where you get the breakdown by branches. I would suggest, Mr. Chairman, that if you could take one of each in order you'd have a clear picture.

**Mr. Makarchuk:** I just want to clarify this thing. I can see where we have sort of a duplication of the estimates, but could you tell me what really provoked this or started this thing? Were you under two separate votes? You have a certain amount of money allotted under vote 102 to the government for government expenditure and then in vote 103 you also have a certain amount of monies allotted for government expenditures that covers, in some respects, the money that's has been already voted in vote 102.

**Mr. Biggs:** This decision of the Treasury department is beyond my control. I think that you will find the same procedure in each department of government. If I may say it again: Vote 102 covers a general expenditure of this division and vote 103, the capital expenditure.

Interjections by hon. members.

**Mr. Chairman:** Gentlemen! Gentlemen! I think that perhaps I have an explanation now. The vote 102 salaries are the total salaries subdivided in different sections throughout vote 103. For instance, if you add up all the salaries in vote 103 they should total \$6,534,000—the figure shown in item 1, vote 102.

**Mr. Biggs:** Vote 103 right across there is a detailed statement of vote 102.

**Mr. Makarchuk:** Mr. Chairman, I'm not agreed to vote \$19,658,000 under vote 102 and then another \$28,858,000 for the same thing under vote 103. If there is duplication in vote 103, let's eliminate vote 102.

Interjections by hon. members.

**Mr. W. Newman (Ontario South):** If you look at the very first part under vote 102—under agricultural production—they are both there together. Vote 103 includes all except \$200,000 statutes.

**Mr. Chairman:** I would suggest allowing everyone the opportunity to come back to

102 and 103. I think that the picture will clear up by itself. I would suggest that we carry on with general expenditure, under administration on page 10 and we'll leave vote 102 alone for the time being. If you look at the bottom of page 12, you will see that the total of that section is \$28,858,000 dollars, which is exactly the figure you started off with at the beginning of page 10 under vote 103—\$28,858,000.

**Mr. Makarchuk:** Mr. Chairman, on the outside line it says the same figure. This is what I am concerned about—\$28,858,000.

Interjections by hon. members.

**Mr. Chairman:** Votes 102 and 103, which are the total votes you are voting on in this division. The summary in vote 103 is just information put in to tell you what you are spending that \$28 million for in vote 102. Vote 103 is not actually a vote at all.

**Hon. Mr. Stewart:** May I point out that the outside column shows the actual amount of expenditure, and the column that is inside to the left of that outside column shows the breakdown that appears in there. The breakdown is given in different ways, but only the money in the outside column represents the actual expenditures.

Interjection by hon. members.

**Mr. Paterson:** I suggest that we proceed slowly to vote 103 under each heading.

**An hon. member:** Before we carry that vote, you might question under each of the following sections in 102 to see if anyone has any further comments on these articles and carry 102—

**Another hon. member:** Mr. Paterson, just a word. If you start at general expenditures and carry through in order you will cover automatically votes 102 and 103. If we cover those items one by one that would be 102 and 103. You will cover everything in the book—both items.

**Mr. Paterson:** Mr. Chairman. Under this first section of the general expenditures—the \$7 million set aside for capital grants purposes—I believe this programme has been in operation for approximately three years. Is it the intention of the Minister to carry on with this programme beyond this fiscal year?

**Hon. Mr. Stewart:** Yes. The programme, when it was initiated, was a 12-year programme. It has had three years of operation—



**Mr. Paterson:** Is the Minister contemplating any additions to the specific items to which our farmers can get capital grants or deletions to the present programme in view of the figures of operation at this point?

**Hon. Mr. Stewart:** No, I wouldn't say so. Certainly not with regard to drainage and construction, farm wells, ponds. Field enlargement is a matter that falls within the ARDA agreement, and in as much as our ARDA agreement expires at the end of this fiscal year—March 31—we will be negotiating a new agreement with Ottawa. We are hopeful that this will be included in it. I don't think we are in any position to say that.

**Mr. Paterson:** Therefore, it is possible under the terms of reference of the new ARDA agreement, which were more inclusive, something further could be included in this programme. Is that basically correct?

**Mr. Innes:** I might ask along the same item—the grant for capital purposes—how many irregularities—should I say abuses—of the capital programme have you encountered? Have you any comment on that?

**Hon. Mr. Stewart:** I do not think so, sir. I think sometimes there is a slight misunderstanding in what are eligible and what are not.

**Mr. Ruston:** The Farm Income Committee did not think too highly of these. I think their wording is that capital grants discriminate against some farmers and possibly the taxpayers in that they capitalize on the land values and in other words increase the purchase assets. It is not necessary to increase his income. I wonder are we really barking up the right tree in helping farmers in this way, or would we be farther ahead to spend this money on maybe the production of some goods that are in short supply? I've just got my doubts—

**Hon. Mr. Stewart:** Like what?

**Mr. Ruston:** I think, myself, personally, anything that is in short supply is an item that we import from other countries. Providing that we can produce it within a reasonable cost. If someone wants to build a building—and I'll grant you he gets \$1,000, but he has to have \$2,000, of course, to get the \$1,000. If he has not got the \$2,000 he does not get the subsidy because he hasn't got the money. In other words, he may have to go and borrow in order to get it. I am not sure that this is a way of really helping. I

class it as more of a kind of a hand-out or a dole-out. I think it undermines our farm people to some extent. I think it has a kind of infuriating affect—this type of handout. I just wonder if there isn't some other method that would be a little better to our farming economy. I don't know if there are any thoughts, or any other methods.

**Hon. Mr. Stewart:** There are quite a few thousand farmers who don't seem to feel the way that you do. They make application and they get the grant.

Interjection by an hon. member.

**Hon. Mr. Stewart:** We felt that it was a programme which would help farmers to up-date their farms to modern technology and help them to save labour and make a greater return on their investment. This is really the programme.

**Mr. Henderson:** One of the greatest assets—

**Hon. Mr. Stewart:** We are putting about \$6 million a year into the farmers' pockets.

An hon. member: To that farmer involved.

**Hon. Mr. Stewart:** It is a direct help to him, but it is an outright grant. I think that if that farmer was in a position to make a profit on an article that he is producing, then he is a much better citizen than through some other method. Maybe what I should be getting at is—that maybe instead of the farmer paying a large school tax he could pay a low tax and you wouldn't have to give him that grant. Now he is self-supporting. You might say, "Well a school tax isn't self-supporting." But he is not making use of that school tax so why should he have to pay so much? What I am getting at is that he is more independent then. That is what I think.

**Mr. J. Root (Wellington-Dufferin):** Mr. Chairman. On the capital grant programme. I spoke in favour of it at the time the programme was introduced, and I haven't changed my mind because the principle behind it was to help agriculture to become more efficient, to get more production per man hour, to get more production per square foot of barn space and to get more production per acre. In some areas you can't buy more land to increase your acreage, but you can drain out the wet corners and bring into production the land that you are already paying taxes on.

In other areas where you can grow corn, you put up a silo and you increase your pro-

duction per acre. I know in my own area, which is just coming into corn producing in a big way, farms that used to feed 40 to 50 head of cattle are now able to produce enough feed to feed 200 or 300 on the same farm. You get more production per acre. Many of the old stables which were taken out under this programme and renovated are running two or three times as many head of cattle under the same square feet of roof. When you give them the grant it's true that the farmer has to put some of his own money in—and I'm in favour of that because he has an equity in the project. He's not going to ask for something that he doesn't feel will give him a return. Since the capital grant programme is tied to projects that stay with the farm, even in the event the farmer fails, it is still a contribution to agriculture—makes the farm become more efficient, produce more per acre, produce more per man hour of work and produce more per square foot of barn space. I think this is one programme that is well accepted in my area. I think it is one of the finest things. You say \$6 million a year?

Interjection by an hon. member.

**Mr. Root:** My gosh! It has made a lot of people happy. I can think of programmes spending \$6 billion—and a lot of people would be concerned.

**Mr. Ruston:** I think I can spend \$6 million on some items in some areas too. I suppose we are producing seven million bushels of soya beans, and if we spend 50 cents a bushel for every bushel of soya beans we produce you would make every soya bean farmer awful happy too. I think a straight handout has a deteriorating effect. However, I don't object to the government-assisted farmer. Of the ones that have been assisted, do you really feel that these people have increased their financial stability? Have you made any surveys? It would be pretty hard to tell I suppose. But you could tell indirectly if they really have improved their financial stability because of these loans.

**Hon. Mr. Stewart:** There's just no doubt at all.

**Mr. Spence:** Mr. Chairman, I'm in support of these grants to farmers in order to improve their facilities, but there is the man who can't borrow the \$2,000 to get the \$1,000. There is a very unhappy man. Most of the farmers that can borrow money or raise the money, make use of these credits. But there are a few fall guys who can't go

to the bank and borrow \$2,000 to get a grant from the government. I feel that man is hurt. It is very hard to get around this but that is the man we should be trying to help. The other fellow can get the \$2,000 from the bank or he has got it in a bank account. But he hasn't got the credit to borrow the \$2,000.

**Mr. Makarchuk:** My feeling is the same thing. In a sense part of the problem with Ontario farmers is that you have a great degree of rural poverty. What you are doing under this capital grants programme is creating socialism for the rich and private enterprise for the poor. In the sense that I have pointed out you are supporting the individual who can raise that extra money. The other individual is left out.

I think that there should be some consideration on the part of the department to try and change the structure of the loans, and not tie them so closely to how much money you can raise. If a man is able to develop a viable farming unit you should give him a grant on that basis. I would like to hear the Minister's comments on this.

**Hon. Mr. Stewart:** What loans are you referring to?

**Mr. Makarchuk:** The grants, I'm sorry, not the loans. I'm referring to the capital grants.

**Hon. Mr. Stewart:** Well, give us some suggestions. This is our programme. Have you a better programme to offer?

**Mr. Makarchuk:** I am suggesting that this programme is tied to the farmer raising money.

**Hon. Mr. Stewart:** \$3,000 gross income qualifies him for a grant.

**Mr. Makarchuk:** Right. He has to have a certain amount of money on his own part before he can qualify for a loan, or rather a grant. What I am suggesting is that you should look at a lot of these individual cases, not on the basis of whether he can raise that added bit to qualify him to receive a grant, but rather on the basis of whether this grant from the government would improve his standard of farming or make his a more viable unit.

**Mr. Henderson:** We have many farmers in the county of Lambton who have made use of this grant. They have 12 years, I think, to make use of this \$1,000 grant. It has certainly improved the farming condition in my territory and in the county of Kent and other



surrounding municipalities. The farmers really appreciate this grant and it is improving our agricultural industry.

**Mr. Burr:** Could the Minister give me very quickly and very briefly the conditions of these grants? I gather that you have to have a \$3,000 gross income. That's the minimum; that's the floor. Is there any ceiling? No? No ceiling. And is it a \$1,000 grant, or is it a \$2,000—

**Hon. Mr. Stewart:** It is  $\frac{1}{3}$  of the cost of the building or structure or whatever the expenditure may be that qualifies, up to a maximum of \$1,000. So if the project costs \$3,000,  $\frac{1}{3}$  would be \$1,000 and he would qualify for his full third. But if the building or structure costs \$6,000, he would still only get \$1,000. The maximum is \$1,000.

**Mr. Paterson:** Mr. Chairman, if this particular item has been exhausted, could we move down to the Agricultural Manpower Service?

**Mr. Spence:** I wonder if we could speak on guarantee of bank loans to farmers. Mr. Minister, how would the bank loans coming back in, that you have lent to help those farmers that were in catastrophes, gales—

**Hon. Mr. Stewart:** Very good, very good. There was a sizeable chunk of money put out in 1966 and a considerably lesser amount in 1967. But the payments are coming back reasonably well. I should think that farmers are maintaining their characteristic of paying their obligations. As I said, this year we have suggested to the banks that we will guarantee the loans anyway, and let them carry them over another year for those that have trouble this year.

**Mr. Spence:** I am wondering if any of them had to be written off.

**Hon. Mr. Stewart:** No, I don't think there were many. Could you tell us how many, Mr. Sewell?

**Mr. Sewell:** I have the information here, Mr. Chairman. One moment.

**Hon. Mr. Stewart:** I might add that in 1966 we put out \$18.25 million. In 1967 we put out just a bit over \$4 million.

**Mr. Sewell:** On the 1966 programme, the Minister has just mentioned a total of \$18 million. We have paid the banks a little over \$109,000, representing 32 individual loans. These were mainly because of a bankruptcy, death or something.

In the 1967 programme, where the loans totalled over \$8.8 million, we have repaid to the banks about \$16,000 for four loans.

**Mr. Chairman:** Are there any further questions on this?

**Mr. Innes:** Mr. Chairman. The farmers came down here and asked if you could help them and loan them some money. It looks to me as if that is a pretty small amount of money—namely \$16,000—to lose in a case where the livelihood of people who are in a very important industry is involved. What have you got to say about it?

**Hon. Mr. Stewart:** The logic of the hon. member's argument is quite appealing I must confess. There is nothing I would like better than to say, "Yes, the government will do all these kinds of things." But I think you have to recognize that as soon as we say that, we virtually write off the crop insurance programme in this province. It is a very difficult decision and a position that I have had to take in this regard. It is one that I don't like because, frankly, I feel that the farmers have sustained a great loss. There is no doubt about this whatever, and I sympathize with them very much.

**Mr. Chairman:** We will discuss the crop insurance later on.

Interjections by hon. members.

**Mr. Paterson:** Mr. Chairman, might I ask the Minister something about the manpower service efforts of his department? I seem to have been quite involved with that a few years ago, but haven't been too close to it lately. Do you still co-operate with the federal government in bringing in the workers from the Caribbean area?

**Hon. Mr. Stewart:** Yes. Certainly with the national employment service.

**Mr. Paterson:** Is there still a programme for bringing in people from the Maritimes and the provinces of Quebec and Newfoundland?

**Hon. Mr. Stewart:** I would like to ask Mr. Bennett to speak on that. That is under his jurisdiction.

**Mr. Bennett (Department of Agriculture):** Mr. Chairman. With respect to the Caribbean programme, we are not financially involved in this programme, but we do, through the federal and provincial agricultural manpower committee, co-operate in it. It is to assist farmers in securing this sort of labour.



This is the third season, I think now officially, that an agreement has been signed between the federal government and the government in the Caribbean to allow these workers to come in. We had around 880 in 1968, and I am informed that in the present fiscal year there were 1,440 applications for workers from the Caribbean to come in this year.

We still have a programme from the Maritimes. We have not the figures computed for this year—I expect to have these by November 6—but from the Atlantic in 1969, 271 workers came in. From Quebec there were 262 and there were 210 Indians from northern Ontario. I might say in relation here, as I think is well known, that the farmer has to pay the transportation both ways to bring these workers in. All these workers we move into Ontario—this includes a lot within the province of Ontario as well as the ones in other provinces. We pay the transportation in and if they fulfill the commitments of their job we pay their transportation home as well. So they have considerable advantage over the Caribbean workers coming in.

**Mr. Paterson:** May I ask in relation to this, do we still have the programme concerning housing for these workers coming in? I know at one time we paid so much for bed space for the building of non-farm buildings to house these itinerant workers.

**Mr. Bennett:** Yes. Since we started that programme in 1965-1966 we have had 178 applications for building housing. We have had 27 so far this fiscal year. We had 30 last fiscal year with gross cash outlay as far as the two governments were concerned around \$42,000. We have spent around \$16,000 this fiscal year towards this programme. This is developing the interest that we really hoped it would. It is becoming most useful in helping us get a better type of farm worker. This is what farmers tell us.

**Mr. Paterson:** This is a key point. Some of our small municipalities are having a great social problem with the itinerant worker who is coming in. Not under the aegis of this particular programme but they are coming because they hear there is work. There is no place for them to stay and they are sleeping on the beaches and in the parks and it is causing problems in the towns. I would hope that your department could maybe put a little more stress on advertising this programme to the farm owner in order that they have the housing for these people

and thus alleviate the urban centres from having the care of these particular people and the problems associated with them.

**Mr. Makarchuk:** On the same point, Mr. Chairman, I would like to ask the government if they would enquire of the municipalities that are involved in the tobacco areas. We have a great many itinerant farm workers, particularly in the tobacco areas, who arrive there about June or earlier and they do not have any work for quite a while. In many cases there are no shelters available for them. As a result they hang around parks, mausoleums and places of that nature trying to find a place to sleep.

I think the government should try to co-operate with the municipalities or with the various marketing boards, enquire into, or look into the possibilities of establishing some kind of shelters for these transient people. It will not only redeem Ontario in the eyes of the people who come from Quebec but it would take care of what has developed into a real social problem in these areas where you have not only people who do not have anything to eat but last year, or the year before, there was a near-riot in Delhi. This year in the town of Simcoe there were a considerable number of confrontations developing between the itinerant workers and the police.

I think that this is an area where the provincial government can and should step in and try to work out some arrangement, either the government itself or else with the municipalities to bring about some shelter or some place where these people can stay. I think the benefits will be not only for the people who are there but I think even the farmers in the area would also benefit from this kind of service. I would like to hear your comments on that.

**Mr. Bennett:** As the hon. member from Brantford knows, this was carried on for about three years. This is provincially financed to the tune of about 80 per cent. The hon. member from Oxford will recall that early meetings were initiated in his area to get this under way. It was not initiated with funds from the Department of Agriculture and Food, it was through the Department of Social and Family Services and the Department of Welfare at that time. I would have to say that while these are very well administered it did not solve the problem a great deal. In fact, in some cases we would have to admit that it perhaps added to the problem—for certain types that congregate. We approached this from another

angle the last two years and we think it is improving. But we are not altogether satisfied with it yet.

Working, as you say, with the Marketing Board, and so on, we have advertised that there is really no need for these people to congregate in these areas. I mentioned before that we will pay for the transportation of these people from their home areas to the place and have them a job when they get there. So, we have used this system of advertising in the areas where these people come from to tell them not to go to the area until they go to their local Manpower centre and get a placement. They will also get free transportation if they do it this way, instead of the way they have been doing it. People in the area tell us—the reports we get, and as I say, we will get another report on this year's activities in a week or so—that this is more effective than when we had the camps. In fact, it was the municipalities that requested that we discontinue the camps.

**Mr. Makarchuk:** Mr. Chairman. Maybe the municipalities asked you to discontinue this thing because they did not want these people around and they had hopes that if you discontinued the camps they would go away—which is not the case. They are there now, they were there last summer and I am damn sure they will be there next summer. I think we should examine these camps. All you had in the cases I have seen was a large camp where you put everybody—male, female, babies, children and so on. All were sleeping in there. You provided them with one or two meals a day—and they were not meals, they were sandwiches—perhaps provided by some local church group which felt socially responsible and provided this kind of food. Now this is hardly the kind of facilities required. There was no heat. In most cases there was inadequate shelter if it rained, and so on.

So it was hardly the thing you would want. And you say there is no need to congregate. I agree with you. There probably is no need to congregate, but the point is that they do congregate. They do arrive in those areas and they are there. As I said, they were there last year and the year before and they will probably be there next year. In many cases they are there because they want to get on the job early, they want to make money, they have no place to go, there is no work in other areas, and so on. I can understand that these problems are not within your jurisdiction but the fact is

that we have to recognize that the problem exists.

It has existed and will probably exist again and I think that this is something the Department should look into very seriously. I agree with you that you provide transportation and that there is advertising by Canada Manpower saying that work is available at such and such a time. But even in those cases, there have been cases reported—and I have talked to individuals themselves who have stated, in fact, they had the advertising there which said if you go there will be work available. When they arrive there, there is absolutely no work available. So there is, to some extent, misleading advertising by the Canada Manpower in this area. Once again I think that this is a problem that should be looked at.

Let us not develop another sort of California grapes of wrath situation where these are second-class, third-class citizens, etc., and then we just do not give a damn about them. This summer in Simcoe there were at least four or five confrontations where the whole police force was called out, where battles developed, where people ended up in court. Something that would not have happened if there were proper shelters and proper facilities available to these people. I do not say that you have to go all out, but I certainly think a lot more can be done in this area than is done now. Right now, as far as I can see, the provincial government is doing nothing, or very little. If it is doing something I do not know where it is.

**Mr. Chairman:** The hon. member for Oxford (Mr. Innes).

**Mr. Innes:**—our area was mentioned back a few years ago. The churches and the service clubs and the interested people in that area felt it was a problem so they put their forces together and provided suitable hostels and accommodation for these people and they supplied meals and proper bedding and everything. But some of the people who came from distances felt everything wasn't to their liking and they destroyed a lot of the buildings, smashed windows and had drunken parties. So it came down to lack of proper supervision, I guess, because the OPP complained. I really don't know what the answer is. Certainly the local community people don't want anything more to do with it, because they've tried everything to combat this situation and it is a real problem each year. The only solution I see is a system of complete supervision. Every-



body will have to register. You can't have people bringing liquor and beer into these places and disturbing people who do want to do a reasonably sensible job. I think it's a few who are creating a problem for the many who are sincere. I don't know how you handle it, but it is a real problem. There is no doubt about it.

**Mrs. M. Renwick** (Scarborough Centre): Could you state with regard to the sharing of responsibility, what arrangement there was between the municipality and the province?

**Mr. Bennett:** I haven't the figures with me. I can just give it from memory on the general break-down. A nominal grant based on the usage in the various municipalities being served was requested. A budget was set up for it, then against this budget a grant was requested from the municipalities. Then the Department of Welfare, at that time, now Social and Family Services, financed the remainder to about 80 per cent of the total cost. In addition to this, we had co-operation from the Attorney-General's Department and the provincial police. As the hon. member from Oxford has mentioned, many local agencies gave a lot of voluntary time, and so on; but most of the financing of course, was by provisions to rent accommodation—mainly tents and bunks, and so on—for the group. But just from memory, that's about the break-down. I could get it in detail. We haven't had them for the past year but I could go back into a file beyond this to get it.

**Mrs. Renwick:** I would like to request that we could have that information because obviously the problem isn't solved and it would appear to me from your answers that perhaps it was basically a financial problem by the municipality to begin with. That the quarters were not the sort of quarters—

**Mr. Bennett:** It wasn't a financial problem.

**Mrs. Renwick:** But you said that the Department—

**Mr. Bennett:** The effort that was made—I think that this is the fairest assumption that I could make although maybe I should mention that all things weren't done to accomplish it completely—didn't seem to be solving the problem to any great extent. In fact, it was aggravating it, in my estimation. Another problem which arose was that the really good core of the workers who come back there year after year to work in the tobacco harvest were beginning to get very

disconsolate because a number of these would come in and get jobs. And it made it difficult for other workers to get jobs at the proper time—the dependable type of workers. It created a lot of problems. Actually we have done a lot in the publication of pamphlet information, etc., on this type of work to make it known when the tobacco harvest is ready. This is the ultimate solution—that they don't go to it until there's a job ready.

**Mrs. Renwick:** The instigation for the hostels that were built had to come from the municipality, right? The original instigation of having a hostel—the initial action had to come from the municipality. You said eight per cent of the funding came from the Department of Social and Family Services.

**Mr. Bennett:** As I recall, the original approach was made to us by a group from the area—from a number of municipalities.

**Mrs. Renwick:** And the Department of Social and Family Services put up about eight per cent of the cost?

**Mr. Bennett:** Eighty per cent.

**Mrs. Renwick:** Eighty per cent. The 80-20 municipal-provincial split that is in other programmes of the Department of Social and Family Services?

**Mr. Bennett:** Yes.

**Mrs. Renwick:** Would you comment on the type of labour now appearing in the Georgian Bay area—Jamaican labour appearing for apple-picking. Are there any facilities for those people who have come into the Collingwood-Georgian Bay area, as an example? Are there any housing facilities for those people when they come in in the summertime?

**Mr. Bennett:** That's their programme. We don't have anything to do with it directly but there is a contract with each worker. It's made with the federal government—everything concerning working hours and so on. It also includes housing which has to be inspected before the people go in there.

**Mr. Makarchuk:** Mr. Chairman, if I can continue on that particular point. The local agencies you referred to were church groups that provide the services. Did they really stop operating because they ran out of money?

**Mr. Chairman:** No. I think the hon. member from Oxford related that it wasn't church groups alone, that it was community agencies.



**Mr. Makarchuk:** Well, inspired or initiated by the church groups. The member from Oxford and I disagree, perhaps at times, so I think this is normal in the House.

Interjections by hon. members.

**Mr. Makarchuk:** The point here, Mr. Chairman, is that despite the fact that the provincial government has paid 80 per cent, the municipalities in some cases refused to kick in their 20 per cent. This is one of the major reasons why that particular programme packed up—that the church groups and the service clubs, if they were in there, gave up because they couldn't afford to finance this particular programme. Could we get some kind of assurance or commitment from the Minister that he is going to look into this particular problem? Because the problem is there. What do you intend to do about it for the following years?

**Hon. Mr. Stewart:** I think we ought to recognize the facts, Mr. Chairman, beyond what has been said here today. The policy was changed, and it was changed for a very good reason. It was changed because there was what is known as a "farm manpower committee". It embraces those people in the fruit and vegetable industry, the tobacco industry, the federal manpower people and our own department officials. They sit down and discuss these things on a regular basis. It was decided that the best way to cope with this situation was to abandon the previous programme because it obviously hadn't worked satisfactorily, and to embark on this new programme of trying to induce people to come to known positions. The matter of paying the transportation and providing housing wherever it was possible on the actual farms or in communities where they could live, would be a better programme than one in just throwing the doors wide open and saying, "Everybody come," because that led to the confusion which has been referred to earlier, Mr. Chairman, by these members.

We felt that this was a useful programme and certainly in discussing with the tobacco farmers themselves and with people involved in the community, there's no doubt in my mind that the programme is working much better than it ever did before. There may be people who go there to try to pick up jobs that are available, itinerant workers, and maybe this does create some problem but I think we have to try and decide which is the better of the two programmes. And continually try to improve the programme that we have now adopted because we

think it is more applicable and better as a workable programme than the one we had before.

**Mr. Makarchuk:** Mr. Chairman, I just can't understand the Minister's reasoning. He says he has a better programme. What he means by that is that last summer about every day, or every second day, in Simcoe, there was a confrontation with the police, there was a battle in the park, and people were arrested. Eventually one of these days somebody's going to get killed in one of these confrontations and you're going to tell me that that is a better programme. I can't understand it.

**Mr. Paterson:** Mr. Chairman, I would like to make one or two comments on this. Personally I am satisfied in our own area that the people coming in under the programme of this joint federal-provincial agreement are no problem to the area. In fact, they're good workers in a proper house properly looked after. It is those people who come in under their own aegis, with \$2 in their pocket and no place to stay, who cause the social problem. And it's really not a problem of this department but it is a social problem related to agriculture, and this is the reason I brought it up.

Interjection by an hon. member.

**Mr. Chairman:** Carried.

Loans in accordance with The Co-operative Loans Act.

**Mr. Paterson:** Mr. Chairman, I asked a question in that regard. I believe this amount of \$200,000 has been in the budget over a number of years and I wondered, on the controlled-atmosphere type storages, have there been a number of these developed in the last couple of years with farm loans.

Interjection by an hon. member.

**Mr. Paterson:** How many applications for storage were made this past year?

**Hon. Mr. Stewart:** There were just three co-operative loans made.

**Mr. Paterson:** These are strictly on storages, are they?

**Hon. Mr. Stewart:** This was in the year 1968. In the entire year there were three applications made: the Grand Valley Co-operative Association; The Ontario Bean Growers Co-operative, that is for the London facilities; and the Peterborough District Co-operative Services—\$37,000.00.

**Hon. Mr. Stewart:** I am not sure as to what the Grand Valley building actually was, whether it was an apple storage or not. I doubt if it was. As I understood them, they were improvements to the local mill that was there for the co-operative and grain storage.

**Mr. Paterson:** Under this particular programme, it just deals with physical facilities and not with the co-operative movement as such?

**Hon. Mr. Stewart:** No. That it right.

**Mr. Chairman:** Agricultural and Horticultural Societies.

**Mr. Spence:** Mr. Chairman, may I ask the Minister in regard to grants to agricultural societies—it was brought to my attention that the grants were supposed to be changed or cut, although maybe this comes under the federal government—does the federal government contribute grants to the agricultural societies?

**Hon. Mr. Stewart:** Yes—to the awards that are made, and I have no idea what they are planning to do. But as I told you in the House one day there is no thought on our part of cutting the grants to agricultural societies.

**Mr. Paterson:** Mr. Chairman, I had a man at my home yesterday afternoon discussing this particular item. He seemed to be of the opinion that the federal grant—which he called the Hayes Plan—was not too satisfactory and it was disruptive of the normal effort of agricultural exhibitions. I don't know if it was because everyone was getting a prize or because so few animals were being shown, or just what the problem was. Could the Minister possibly explain the difference in the two programmes?

**Hon. Mr. Stewart:** I am afraid I cannot give you the details of the programme but I can say that the formula that was introduced for awarding the prize money under the Hayes formula was based on performance as well as on actual characteristics of the animal. It was a unilateral decision by the federal department, quite sincerely, I am sure, to make the utilization of the animal more effective. Whether it has worked out to everyone's satisfaction or not, I am not sure. I have heard people say that it was a good programme and I have heard people say that it is not a good programme. I suppose it is like every type of a programme that is introduced—there are pros and cons both ways. But it is a federal decision and we have

nothing to do with it at all, nor did we have anything to do with its introduction.

**Mr. Paterson:** Is there still a special grant to 100 year old agricultural societies?

**Hon. Mr. Stewart:** Yes. It is \$1,000 dollars.

**Mr. Innes:** The grants including transportation and other expenses of exhibits and exhibitions—I understand some of this would be for exhibitors who exhibit outside of Ontario. What amount was paid last year for this?

Interjections by hon. members.

**Hon. Mr. Stewart:** There were a few—

Interjections by hon. members.

**An hon. member:** Is that all shows outside of Ontario?

**An hon. member:** These were all shows outside of Ontario.

**An hon. member:** It doesn't say this here, but I know that Chicago was one of them.

**An hon. member:** And the others?

**An hon. member:** It seems to me there was a dairy show, was there not? There was one exhibit—

**Hon. Mr. Stewart:** This was in the year 1967-1968. That would be the centennial year. Didn't we pay an exhibit on horses, for one—in Calgary—in the centennial year. We could have done an exhibit of cattle that went to the west for the centennial show, because this figure that Mr. Biggs has quoted to you is for 1967-1968, which was the centennial year. I believe there was a horse exhibit and a beef cattle exhibit that went to the west, and there were two that went to Chicago. I think these are the four. We can get these specifics if you wish but we don't have them here in detail.

**An hon. member:** Just a moment now, just a moment—

**An hon. member:** Grants for farming—

**An hon. member:** One thousand dollars—

**An hon. member:** Crop Insurance—

**Mr. Root:** —that farmer who is adjacent to a bird sanctuary. Now we have—a tiny marsh. We may laugh about this but a farmer last year had 50 acre of mixed green completely devoured by wild ducks. They have been building up these bird sanctuaries

in my area over the years. They are building another one now around Lake Simcoe and the farmers are unable to buy crop insurance. They came to me several times to find out what compensation they could get. This can happen in a very short time. If the farmer happens to swath his greens, especially, this is the time they attack. When they swath, then the ducks come in, and the fowls. There are more and more coming all the time because the marsh there is flooded. I was wondering whether the people would consider having farmers in this particular area able to buy crop insurance.

**Hon. Mr. Stewart:** Mr. Chairman, I am advised that at the present time it is not covered in that particular area for that type of grain. Surely this is something that should be examined by our commissioner of crop insurance. I think we should have a good look at that.

**An hon. member:** Mr. Chairman. On the point that Mr. Evans raised, I have the

same problem on the marsh in my area, where many a farmer gets his crop cut in stocks and swaths and the ducks come in from the south.

**Hon. Mr. Stewart:** That is on the duck flyway I gather, if that is the proper terminology to use.

Interjections by hon. members.

**Mr. Evans:** Mr. Chairman, I understand the committee is going to recess at 10:30, and I wonder if, before we get too far into the crop insurance, and to avoid repetition tomorrow, if we might stop at 10:30 on the clock, fresh at the top of page 11.

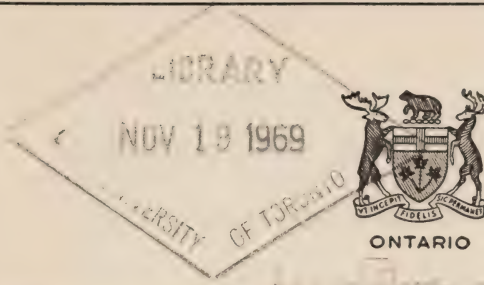
Interjections by hon. members.

**Mr. Chairman:** I move that the meeting adjourn till 3.30 tomorrow.

Motion agreed to.

The committee adjourned at 10.30 o'clock, p.m.





# Legislature of Ontario Debates

## **STANDING COMMITTEE ON SUPPLY**

### **Department of Agriculture and Food**

Chairman: N. Whitney, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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**Tuesday, October 28, 1969**

**Afternoon Session**

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**Speaker: Honourable Fred McIntosh Cass, Q.C.**

**Clerk: Roderick Lewis, Q.C.**

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CONTENTS

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Tuesday, October 28, 1969

Crop insurance .....	S-lvii
Recess, 6 o'clock .....	S-lxxxi

## LEGISLATIVE ASSEMBLY OF ONTARIO

## Agriculture and Food Standing Committee

TUESDAY, OCTOBER 28, 1969

The committee met at 3.30 p.m. in committee room one.

ON THE ESTIMATES—DEPARTMENT  
OF AGRICULTURE AND FOOD  
(continued)

**Mr. Chairman:** The meeting will now come to order.

**Clerk:** Roll call.

**Mr. M. Makarchuk** (Brantford): Mr. Chairman, I would like to ask that the hon. member for Wentworth (Mr. I. Deans) and the hon. member for Hamilton Centre (Mr. N. Davison) be allowed to sit as substitute members of the committee at this session.

**Mr. Chairman:** That substitution is out of order. It has been my understanding that I must be notified of substitutions before the session is called to order. This request for substitution does not comply with that ruling.

**Mr. Makarchuk:** Mr. Chairman. The precedent was set yesterday by the hon. member for Lambton (Mr. L. C. Henderson) who did exactly the same thing. If it worked yesterday, why does not it work today?

**Mr. Chairman:** The member for Lambton is a member of the committee.

**Mr. Makarchuk:** Well, so am I. But he did say that certain people were seconded to the committee yesterday. He announced that so-and-so was sitting on the committee replacing somebody.

**Mr. Chairman:** The information was given to me previously, and those are the terms of reference for this whole matter—that the chairman should be advised before calling the meeting to order at any time. He should be so advised before the meeting is called to order. Certainly there has been ample time for this to have been done.

**Mr. Makarchuk:** Mr. Chairman. My understanding, at least my understanding of the practice of yesterday, is that announcements

were made after the meeting was called to order, and certainly—

**Mr. Chairman:** Yes, but the Chairman was already aware of that. It may have been mentioned after the meeting was called to order but I was told of those substitutions. Just as today Mr. Allan is substituting for Mr. Hamilton, of which I was made aware prior to the meeting. Likewise Mr. Connell is today substituting for Mr. Newman, and yesterday he substituted for Mr. Belanger. So I feel that a great effort has been made to clarify this with everyone and it should be well understood.

**Mr. Makarchuk:** If the effort had not been made, I do not think we would have had this confusion but we will abide by the ruling in this case, Mr. Chairman. At the same time, you understand that these members, although they cannot vote, can participate in the discussion.

**Mr. Chairman:** That is true. I would like to mention also, before we get under way, that *Hansard* came to me today and they were disturbed because some of the sound did not come through too well, particularly when members of the committee did not stand. Apparently the hook-up is very similar to what it is in the Legislature in order to clearly get the voices and know exactly who is speaking. It is said that there was a danger that someone who spoke might be mistaken and the credit or the criticism, either one, for what was said, might be applied to the wrong person. We do not like to be too strict with the committee, but at the same time we do hope that you will keep that in mind because it will help the *Hansard* people very much if that policy is taken. I believe that Mr. Burr has a question before we start.

**Mr. F. Burr** (Riverside): Not before you start, but as you start.

**Mr. Chairman:** Yes. This is a vote on crop insurance then, Department of Agriculture and Food, of course, on page 11.



Mr. Burr: Mr. Chairman.

Mr. Chairman: Mr. Burr is first.

Mr. Burr: Might I suggest, Mr. Chairman, that if *Hansard* has trouble in identifying the voices, that you might award the floor to the member for Sandwich-Riverside, and then *Hansard* would know that my voice belongs to me.

Mr. Chairman: Well, I think that is a very good idea. But we do need a seating plan because I am not so familiar with different ridings that I could automatically—

Mr. Burr: I would like to raise a question, too, concerning the Crop Insurance Commission, especially as it refers to the third annual report which we received just a few moments ago. On page 12, we have what is called "Statement Five," and this is a statement of the administrative expenses only. The total for these expenses, as you will see, comes to almost \$300,000. Now if you look back at the bottom of page five "the underwriting experience," the number of contracts issued, underwriting experience for winter wheat, there were 1,006. I would like to digress and ask—it says, "However, 449 growers did not seed to winter wheat and filed 'nil' acreage reports"—does that mean that their contracts were just returned or—

Hon. W. A. Stewart (Minister of Agriculture and Food): They are still in the programme. They just did not qualify for that—

Mr. Burr: Did they pay their premiums?

Hon. Mr. Stewart: No.

Mr. Burr: Well then, in that case, we have only 449 contracts for winter wheat, and over the page you have spring grains. That comes to 621 minus 96, which is 525. Forage 43, grain 122, soya beans 52, white beans 435. Now I totalled that a few moments ago and it came to 2,279, but I would have to reduce it by roughly 550, and that leaves 1,729. So you have 1,729 contracts, and the administration of those 1,729 contracts costs \$299,149.50. Now when I divided this roughly, at the rate of 2,200, it gave me a total of \$131.00 per contract. Now that I see there are only 1,700 contracts, the cost per contract for administration comes to some outrageous figure closer to \$200 than the \$130 that I had originally calculated. I am not familiar with the disaster grants that were used in the past—it was before my time, so to speak—but looking at this, it would seem

to me that considering the small number of farmers who have participated in the crop insurance, and the huge expenditures, the disaster grants might have been a much superior system. Could the Minister tell me what would be the average amount of disaster grants in the years during the early 1960s so that we may measure it against the administrative costs of the programme as it has been conducted in the last year?

Hon. Mr. Stewart: Yes. I can understand the hon. member's concern, Mr. Chairman. I too was concerned and discussed this with the chairman of the crop insurance commission in reviewing these estimates at the time that we were getting them ready for earlier presentation in the year. I think one has to recognize the fact that, in the initial stages of any programme, the administrative structure must be established. Therefore salaries, maintenance and travelling have to be paid for.

One, I think, would agree that in any insurance programme, the programme has to be sold. But to start to sell it you have to get the administrative structure set up. So if one were to take the average cost and divide it into the costs of the administration, you would find a very high average, as the hon. member has pointed out. But I would suggest that as time goes on and the number of insurance policies, or the risks covered—and this past summer we had just about 3,000 risks—that the administrative cost was very little different. So that the average cost per policy reduced—

Interjection by an hon. member.

Hon. Mr. Stewart: Yes, and we hope that as policies increase—as I am sure they will over the next few years—that there will be a further reduction in the administrative costs. Now let me say again that, as he is very well aware, all of these administrative costs are carried by the two levels of government on a 50-50 basis. But this does not for a moment suggest that we should not make it as efficient a programme as we possibly can and we are.

You referred to the disaster funds that had been previously established. In the year 1966, the disaster fund was \$18,250,000. In 1967 the disaster fund was \$18,500,000, in round figures. So there is a sizeable amount of money involved. While we made that money available we also paid the interest on it. I believe that the figure mentioned last night was something like \$800,000 for this current year in paying interest on the adverse

weather loans that were made available in those years and have not as yet been repayed.

**Mr. M. Gaunt (Huron-Bruce):** Mr. Chairman, I would like to make a few comments about crop insurance. It is my feeling that the province is facing a crisis in crop insurance. It seems to me we must either be prepared to make some fairly fundamental changes in the programme or scrap it, either one or the other.

**An hon. member:** Hear, hear.

**Mr. Gaunt:** I just cannot see us going on like this. I do not think that we can go on like this. I notice that the programme has never paid its way aside from the administration costs. I believe the 1968-1969 ratios for spring greens and forages were something in the neighbourhood of 284 per cent and 198 per cent respectively. I think in 1967-1968 it was around, taking it on the average, something in the neighbourhood of 136 per cent.

I asked the Minister yesterday in the House about the plan in Manitoba. I realize there are a great many things in the Manitoba plan which lend themselves to confusion—they have a multiplicity of rates and they have about five or six or seven different structures for each crop and I think this is certainly confusing. Perhaps the Manitoba plan has many things about it that do not commend themselves to the province of Ontario. Nonetheless I think we have to face facts. The crop insurance plan in the province of Manitoba has a 50 per cent enrolment, roughly speaking. The province of Ontario has a 5 per cent enrolment, in rough figures. Granted the Manitoba plan has been in operation for a greater number of years than has the plan in Ontario but I think we must be prepared to do a number of things.

Let me make a few suggestions to the Minister. First of all, I think you have to get greater enrolment in the plan. I do not see how anyone, government or private enterprise, can carry on when only 5 per cent of the farmers in the province are enrolled in the plan. That conjures up in one's mind a number of alternatives. First of all to get farmers to enroll in the plan, you either do it by saying, "Okay, we make the crop insurance plan compulsory across the board" and personally I do not subscribe to that. I do not think we have to go that far at this time. There may be some time in the future when it would be a good idea but I do not think it would be a good idea now.

The other alternatives are that we say we will match the federal contribution as it

applies to premiums. At the moment we are paying 5 per cent they are paying 25 per cent.

All I am saying to you is that we will have to provide some type of carrot in order for the farmers to enroll and they have to enroll in order for the commission's costs to be lowered because when we only have 5 per cent of the farmers enrolled, obviously, the pay-out is going to be greater than the premiums brought in. In order for us to approach anything that might be viewed as a reasonable plan we are going to have to have at least 30 to 40 per cent of the farmers participating in the plan. That is my first suggestion and I realize it is going to cost some money, but I think that the department can eventually draw back if it sees that this is working. I think once the farmers are in, they will stay in. Once they have had some experience with crop insurance I think they will be in to stay.

It seems to me that a greater emphasis must be placed on the fact that there are people in this province who are good managers, who have good land which is well drained, and generally speaking they run a good farm operation. Surely we can run some system that would be fairly simple whereby a farmer with a low crop loss history or, perhaps, you can take it on the straight basis of claims—if a farmer has not had any claims you judge it on that basis and you give him a premium reduction. If he has had one or two the rate is higher. If he has had a claim almost every year then he pays the highest rate. But I think we must take into account the fact that there are a good many well-managed farms in the province and I think we should reflect that in the rates that are issued by the commission.

Another thing that seems to strike me is that we may have four or five farms owned by one person. I think this is greatly increased, particularly with the ARDA programme whereby a farmer can actually obtain a farm from ARDA—ARDA purchases it and the farmer operates it. This means that many farmers across this province have farms that are not necessarily adjoining. They may operate a farm that is a mile or even two miles down the road. The fact is that if the farmer under those conditions, let us say, is subjected to a hail crop on his farm two miles down the road but he has a good crop on his two other farms then the average rate would likely disqualify him for crop insurance. I think we can project that to the car insurance field. Simply because you have four or five vehicles with \$100 deductible on each



and you have a head-on collision with one, it does not mean that you have \$400-\$500 damage before you can qualify. I think that is one of the points that the commission should view very seriously.

It seems to me that we have to offer something better to the farmers than we are doing. Otherwise they are not going to come in and they have indicated that already—they are simply not coming in. Another point that I think the Department must consider is the fact that marketing boards in the province—and there are 22 of them—should be able to negotiate with the commission for their growers and obtain in some cases premium rates under those circumstances. I think that many of the marketing boards would be quite prepared to do this—the tomato growers, the bean growers. I can think of quite a number of them that would certainly be quite willing to negotiate with the commission and to work out some sort of reduced premium payment when it is considered on a group plan. That accomplishes two things. It draws in great numbers, great globs of farmers and growers so that your costs are immediately reduced and those can be reflected in the premiums which you charge.

**Hon. Mr. Stewart:** Could I ask the hon. member if he would suggest that group-plan rates be a compulsory thing on all the members of that commodity group? Or are you suggesting that it should be made available on a voluntary basis?

**Mr. Gaunt:** No. I think that if a marketing board, for instance the bean growers' marketing board, says its growers want crop insurance and it is negotiating the deal on behalf of its growers, then the growers' marketing board should have the responsibility to make it compulsory to all their growers. I do not see how you can have a marketing board negotiating with the commission unless they know pretty well how many growers are coming in. If you put it on a voluntary basis then you have no idea.

Interjection by an hon. member.

**Mr. Gaunt:** Well, I am against compulsory insurance. But if a marketing board says, "We think that the majority of our growers would like crop insurance if we can get it at good rates and if we can get the type of coverage which we want," then they have the responsibility. If they do not reflect the true attitude of the growers, the growers kick them out at the next election. I think that is a thing that can be considered by the department

and would be a very valuable step in trying to increase the enrolment in the plan.

I notice that the farmers' union made a suggestion about basing the insurance on crop value and the Minister rejected the idea. Frankly, I think it has merit. I think that crop insurance on that basis has some merit. If it is based strictly on percentage, for instance winter wheat at 70 per cent coverage on the crop and it happened to yield 40 bushels, then the farmer would not get compensated unless his crop yielded below 28 bushels to the acre. And there is no regard taken for the fact that the quality of that wheat may be very low. There is no recognition of the fact that it may be sprouted and the farmer may have to take a very low price for it. I think that this is something the commission will have to look at too. Now certainly if they do it on that basis rather than under the present circumstances, undoubtedly the premiums will have to be raised in order to cover such a programme.

I think if all of these things are taken into account and all of them acted upon, we can have a good crop insurance programme here in the province. But at the moment it is nothing but a shambles and it is certainly not accepted by the farmers of the province. I would urge the Minister to consider these things.

If I may just move to one particular crop. I know beans, for instance—

Interjection by an hon. member.

**Mr. Gaunt:** No, this is white beans. I believe the insurable rates are 850 pounds at 70 per cent and 550 pounds at 40 per cent and we have lots of white bean growers in Huron county that are able to get yields on their white beans of 30, 35, even in the odd case 40, bushels to the acre. At 30 bushels to the acre, that is 1,800 pounds and we are only insuring at 850—70 per cent on 850. So obviously, a bean grower is certainly inadequately covered.

Taken on the county average, my feeling is that any farmer should be insured at the rate of what he can grow. Taking his average over the past number of years, he should be insured on that basis.

Corn, for instance, is what one might call a very good risk crop. I do not think the Crop Insurance Commission has had too many claims in respect to corn and I believe there is only one rate for corn. I think it is 70 per cent. It seems to me that there should be some alternatives—perhaps 50, perhaps 60,



perhaps even 80 per cent. I think that these are things that the commission will have to consider. I want to see crop insurance a success in the province but if we do not intend to pursue the programme any more vigorously than we have done in the past, I think there is only one course and that is to forget about it.

**Mr. R. D. Kennedy (Peel South):** The hon. member for Huron-Bruce mentioned the limited use of the plan. If I recall correctly, and, Mr. Minister, maybe you could review this, it seems to me that the first survey that was taken was in respect to the request for insurance or the possibility of insurance for farmers. This was declined. The farmers were less than enthusiastic. I do not know whether a bill was introduced or whether it even got that far but it started in 1965. In 1967 there were only 699 users and the next year this jumped to 1,861 in 1968.

So it seems to me that there is an indication of acceptance to it. The percentage of the total number of farmers using it was 5 per cent. Now this may not be great, but it seems those statistics indicate there was a sudden awareness of it. The value of it has come to the attention of the farmers and maybe this will go on. There are only two ways that you might force people or attract more to it. That is either by very favourable premiums or because of some disaster that really brings it to their attention.

I would think that the experience so far—and I would like the Minister to comment on this—has been that the plan is pretty well received by farmers. How do you feel the trend will be in the years ahead? Is this a correct assessment? I think those that have had occasion to use it are reasonably pleased with it.

**Mr. Chairman:** Mr. Johnston was next in line as far as speaking was concerned.

**Mr. W. E. Johnston (Carleton):** Mr. Chairman, I would like to go back a little piece on this matter of crop insurance. I have forgotten the year, but it was the year we had a select committee on crop insurance.

**Hon. Mr. Stewart:** Nineteen hundred and fifty-nine.

**Mr. Johnston:** We received many delegations from the province. We visited two different areas in the United States where we explored this whole field. And I think you will agree, those of you who were on the

committee, that after our investigation, we were unanimous that crop insurance was not the thing for the province of Ontario. Now it may well be that the federal legislation at the time was such that it did not meet the real need of the province of Ontario.

In any event, we had these disaster areas down our way for two years in a row. A serious drought hit eastern Ontario, particularly Renfrew County and our own Carleton County even though we had no loss on our own farm. There was a demand on the government for assistance, and The Department of Agriculture introduced a programme of assistance. But these programmes were abused. I know there were people getting assistance who were not deserving of it. But where do you draw the line? As a result of these disaster programmes, I believe this department decided there was no alternative except to go into crop insurance. Now we have it. I do not know whether it is a good programme or whether it is not.

I do know this, though. The farmers in this province do not lend themselves towards insuring crops. I do not think they have ever seen the real value in it. After all, you must remember that farming is a business, and in our business of farming, very often we are prepared to take losses. We know this happens every year. We have to fight the weather and many other unfavourable conditions in farming. Farmers have lived with that over the years and for that reason I believe they are slow in coming forward to see value in crop insurance. For the life of me, I can not see how we could ever go out and encourage farmers to take on insurance. The programme is there. They know what it will do for them in the case of loss.

So, I would feel that if the programme is being used by only five, six or ten per cent of the farmers in this province, and even if it is costing the province some money to administer, we are doing a job that is necessary. The programme is there for those that want to use it, and so I say to you, Mr. Minister, I really do not see anything wrong with the programme. I honestly believe there are more farmers, perhaps those in the cash crop field, that should use it. But, whatever you do, remember one thing. These emergency deals are something the farmers in this province have to deal with, and do not always do so too seriously. Surely there is a time when we must, as a government, contribute to an emergency. But when we have this programme, I think you are protecting the farmers and you in the government are protecting yourselves.

**Mr. Chairman:** Mr. Makarchuk is next I believe.

**Mr. Makarchuk:** Mr. Chairman, I was listening to this thing and for some reason or other it reminded me of a paternalistic approach. If the farmers are starving, we are going to dig in our pockets and throw them a bone. This seems to be the attitude. I think that the problem of crop insurance was well outlined by the member for Huron-Bruce, and I would like to bring out here the fact that this programme by itself is not going to solve the problem of rural poverty or farm income. I think the government should start looking at it from the point of view of either a guaranteed annual wage and tying it together with other programmes that will help the farmer.

As it stands right now, what you have is a situation where the farmer who does have the money to buy the insurance will go ahead and buy it. And in most cases the farmer who really needs the assistance or the support is in no position to avail himself of the services. As I said yesterday, you have socialism for the rich and private enterprise for the poor all over again.

Of course there are other problems coming in on the crop insurance situation, and this is the experience that some farmers are having with the crop insurance. I know of one particular case in which, when the settlement came to be negotiated, the farmer was told, "You either take this, or you are not getting anything". So the farmer was forced into accepting the situation. Now the case, of course, is going further on. These are some of the impressions they get, and consequently in the future years they say there is no point to this insurance. It does not really help.

Another problem that has come out involves the advertising. As an example, in the pamphlet "Winter Wheat", and this is the leaflet put out by your department on crop insurance, it says that farmers will be compensated for losses due to drought and excessive moisture. Of course farmers find out that when their wheat sprouts from excessive moisture, there is no compensation. I just wonder if the Minister is planning on changing this thing.

Another point I wish to raise is whether there is pressure put on the Minister. I believe this is the case, because of the number of people who are complaining about having difficulty negotiating settlements. Is there pressure on the Minister to cut back the subsidy to the crop insurance fund this year

or to hold it at a certain level? Now there have been some rather serious losses this year. For the years 1967-1968, the Minister reports a loss of 105 per cent to the premium. For 1968 his report says 112 per cent. Does the Minister have any predictions what the loss would be for 1969?

**Hon. Mr. Stewart:** No, not yet. We have no idea.

**Mr. Makarchuk:** Fine, then. This is the other point I am concerned with—whether pressure is being brought on the Minister to hold back on the settlements or try to cut back on the settlements in order to keep in line with the economy drive.

**Hon. Mr. Stewart:** I can give you an answer to that very quickly. The answer is no. And I want to make that abundantly clear. Neither this government, nor any branch of this government, nor any commission associated with this government, is in any way restricting farmers in the settlement for crop insurance this year or any other year. We settle them on an honourable basis, and there is a board of arbitration for anyone who feels he is aggrieved in the settlement that is offered to him. He can take it to arbitration. There is certainly no pressure on anyone to do the likes of what you suggest and I am astounded that any member of this Legislature would suggest such as you have done now.

**Mr. Makarchuk:** Mr. Chairman, before the Minister gets on his high horse, surely he must believe that farmers here would not be saying these things unless they have experienced them.

Interjections by hon. members.

**Hon. Mr. Stewart:** You want to manufacture something and bring it here to throw out on the table as a bunch of dirt. That characterizes you and your party. That is what you would do.

**Mr. Makarchuk:** Well, well, now—

**Hon. Mr. Stewart:** That does not mean that the farmers think that—

**Mr. Makarchuk:** If the farmers did not have this problem, then certainly they would not bring this matter to your attention.

**Hon. Mr. Stewart:** Whose attention was it brought to? Yours? The New Democratic Party's? They have not brought it to anybody else's attention.



Interjections by hon. members.

**Mr. J. P. Spence (Kent):** Mr. Chairman, I would like to say a few words in regard to this crop insurance. I am not too far away from where the farmers had tremendous loss in regard to crops because of excessive moisture. I hear considerable discussion over the crop insurance. I for one would like to see it work. But I am also one who thinks that there have to be amendments or changes to this crop insurance.

The Minister knows well that I was on the crop insurance committee a number of years ago, and we had great difficulty in drawing a number of farmers out to meetings. They were not interested. But, of course, there's got to be something done to take care of these losses because, as the Minister and all the members here know, farmers today, with the high cost of operations, cannot afford loss. There has to be something done, one way or another, to take care of this. So the government has taken on crop insurance.

Now, the farmers, I do feel, without being too critical of you, Mr. Minister, in the ridings that I am familiar with had excessive moisture causing a loss due to sprouting of wheat. There were 39 farmers in Essex and Kent, and I do not know how many farmers in other parts, who had sprouted wheat which was a considerable loss to those farmers. Some of them who came to me sold their wheat at 95 cents a bushel because the wheat was sprouted. Of course they thought they were covered with crop insurance. But the crop insurance would not pay for their sprouted wheat, so they were somewhat disappointed.

Another thing, so I understand, is that the federal crop insurance plan is different than our provincial one. I hope you will correct me, or set me straight, if I am wrong. I understand that under the federal crop insurance plan you are insured no matter what damage occurred from excessive moisture. I have not read the federal crop insurance plan, but your officials here will straighten me out.

Another matter I think will have to be changed too involves the premiums. I go along with the hon. member for Huron-Bruce. I think the government, in order to get this crop insurance off the ground, should pay 25 per cent, the same as the federal government pays towards a premium.

**An hon. member:** Hear, hear.

**Mr. Spence:** Another matter that I think we should change, or try to change, is that

of premiums. Many farmers who should be insured, or should have some protection, are farmers who have not got the money at the time premiums are due, to pay for them. Maybe we could arrange that they pay 50 per cent of the premium at the time they take out crop insurance, and the other 50 per cent when the crop is harvested. I think that would be another encouragement. Also, the group of farmers such as those who, last spring, could not get any crop in because their land was so flooded will have to be given consideration, or will suffer to a great extent. I would like to know whether, under the federal crop plan, a farmer is insured against excessive moisture which causes damage to grain and loss of crop. You have experts here, and no doubt you can answer that, Mr. Minister. I have not read the federal crop plan, but I would like to know. I would like to see some changes made, and I would like to see something like this get off the ground. We have got to do something for the protection of young farmers who are starting. They are in a very difficult position, and have hardships in getting off the ground. They cannot afford a loss when they are starting out in the operation of farming.

**Mr. Chairman:** Mr. Hodgson.

**Mr. W. Hodgson (North York):** Mr. Chairman, I would like to comment for a moment on the remarks of the member for Huron-Bruce. I agree with quite a bit of what he has said. He has given a lot of thought to the matter, and he has made many good points. However, I think one of the problems we have is a low percentage of crop failures. For example, in my area we have had one crop failure in the past 30 years—in 1936. If there had been crop insurance available in 1937, everybody would have been taking it out. But I would guess that less than 1 per cent of the people of my area now have crop insurance, because there has not been a crop failure, and they carry on from year to year, and hope the next year will be the same as the one before. Some day again, there is going to be a crop failure, but because their average has been good, most of them can afford a crop failure.

But as the hon. member for Essex-Kent has said, for those young people that are starting up, crop failure is a big problem. They cannot afford a crop failure the first or the second or the third or the fourth year, and I would think, Mr. Minister, that the hon. member for Essex-Kent has a good suggestion



when he says that maybe 50 per cent of the premium should be paid at the start and 50 per cent when the crop is harvested. I would like to comment on compulsory insurance. It would be very unfair if some marketing board were to enforce compulsory insurance in my area, where it has not been needed for 30 years. I do not think it would work. It might work for certain marketing boards in specific situations, for example for bean farming in certain areas. The people in Essex-Kent will buy crop insurance wholesale next year. Now the hon. member for Huron-Bruce mentioned that it will cost some extra money. Could you give us a rough estimate of how much extra? When you say "Some extra money," it is good to know how much extra money it is going to cost.

**Mr. D. Paterson (Essex South):** Mr. Chairman, I would like to make a few remarks with regard to this particular matter. I was one who hailed the introduction of crop insurance into our province. In spite of the comments of Mr. Johnston who did not feel that this province was ready for crop insurance, I think it was a good move on the part of the department, because from time to time it has been asked for specific grants to help farmers in certain areas who are suffering a disaster of some sort. Certainly there are real administration problems in such a situation. But if crop insurance were available on all commodities grown in our province, this would relieve the Cabinet or the government of the responsibility for making arbitrary decisions in this regard. And this possibly is a way out of this problem for the government. But I too have been discouraged, and I assume the officials of this department have been discouraged that only 5 per cent of the farmers of the province have enrolled in the overall plans. I know the agents themselves are not too happy about this because they have certain expenses for advertising and for contacting farmers they hope to sell premiums to. A lot of expense is involved in earning their premium which I believe is quite a reasonable amount in most cases.

I think we should review the tomato plan in the light of what has happened there this year. I believe approximately 50 per cent of the growers took out crop insurance voluntarily; it was negotiated or determined by the canning people and their negotiators, the canning crop committee. It worked out reasonably successfully and it is certainly an indication of the number of people that could be involved if other commodity groups

could accept these principles and move towards this end. Possibly it could avoid the necessity of being a compulsory plan. I think in the commission's report on page four, this is specified as a voluntary crop insurance plan and it would take a major change in the thinking of the department to make this compulsory; but the way is still possibly open for any one commodity group of the Marketing Board to enact legislation that might make it compulsory for their membership if their membership so desires.

One of the factors in the tomato plan was that there was a delayed premium. The premium did not have to be paid until the first loads of tomatoes were delivered to the factories and final settlements were reached at the end of the contract period. So, therefore, the full crop insurance plan as such has to be made into a much more attractive package—this is the way to success in merchandizing. In view of the experience of the past three years, probably the fundamental details of the commission have been resolved and now a more attractive package to sell to the farmers of Ontario can be worked out.

Certainly for an overall package, I agree with the hon. member for Huron-Bruce that if Ontario could raise its portion from five per cent to match the federal government's portion, this would lower the premiums. Also, the government might cover more than just the out-of-pocket expenses of farmers and possibly give them a little return.

Another point is that crop insurance should be made available to all crops grown in commercial quantities within our province. I realize it takes a great deal of time to set up a programme for each individual crop due to varying temperatures, soil conditions and other factors throughout the province; but I think in this technological age that this can be done. There are a number of technicalities as has been mentioned by the hon. member for Kent regarding sprouting, but such details can be worked out in the light of experience during the lifetime of the commission. I trust it is going to look at problems such as this.

**Mr. Burr:** Mr. Chairman, I have two questions. I have heard conflicting statistics that two per cent and five per cent of the farmers are in the plan. Where did those figures originate? As I pointed out, this past year you have had 1,734 contracts. That would not mean 1,734 farmers, would it, because some of them would insure more than one crop?

**Hon. Mr. Stewart:** I think we should ask Mr. Lantz that question. The figures that I

have here indicate 2,977 contracts at risk on September 8, 1969. I assume that these are actual farmers who have insured all or part of their crops.

Interjection by an hon. member.

**Hon. Mr. Stewart:** And do some of them have more than one contract?

**An hon. member:** Yes, some will have more than one contract.

**Hon. Mr. Stewart:** But is that the number of farmers, or the number of contracts?

**An hon. member:** That would be contracts.

**Hon. Mr. Stewart:** So then there could be a smaller number of farmers?

Interjection by an hon. member.

**Hon. Mr. Stewart:** I have the figures for the total number of insured farmers.

**An hon. member:** At what date, please?

**Hon. Mr. Stewart:** At September 8, 1969, for this year for the crops that we have in Ontario, but I would like to discuss these when I reply to the comments made here. I assume that others want to make comments as well.

**Mr. Burr:** Of the 1,734 contracts that are listed here, 501 had claims, and 501 claims means that about one half of one per cent of the farmers of the province actually had claims. This supposes that each one of these claims came from a different farmer. I would like the Minister to clarify the disaster grants figures. He gave them to us for 1967 and 1966. I would like him to go back at least three more years if he has the figures. I would like to know how many farmers were assisted in these years.

**Hon. Mr. Stewart:** In what year?

**Mr. Burr:** Well, you gave us 1967 disaster grants as \$8,500,000 and 1966 grants as \$18,250,000. I would like to know how many farmers received assistance in those two years and back about three more years to give us a wider picture.

**Hon. Mr. Stewart:** That was the period of the adverse weather.

**Mr. Burr:** What were the figures in Ontario in the periods of fair weather?

Interjections by hon. members.

**Mr. D. A. Evans (Simcoe Centre):** Mr. Chairman and Mr. Minister. Last night when we began discussion on this particular vote, the crop insurance, I mentioned the unusual circumstances in my riding—that most of the farmers do not carry crop insurance because, as is the case in the member for York's area, in 30 years they have had only one crop failure. They do, however, think it is a wonderful programme. I have another unusual situation in my riding. The Department of Lands and Forests has set up a bird sanctuary at Tiny Marsh which is in the Georgian Bay area, and is in the process of setting up another bird sanctuary in the Lake Simcoe area, in the West Gwillimbury area, within 50 miles of Toronto. Although the farmers in that area are now feeding the wild ducks and wild geese, they are not able to acquire insurance. I suggest that allowing these farmers to acquire crop insurance may take care of their losses.

I know that last year, one farmer had 50 acres of mixed grain. He had to swath it because it was damp in that area and he lost the whole 50 acres, because it is no problem for birds to attack swathered grain. It is much more difficult if the grain is standing. So I think, Mr. Minister —

Interjection by an hon. member.

**Mr. Evans:** When he finally combined it, he got about 10 bushels to the acre. In that particular area a yield of 50 or 60 bushels per acre or more of mixed grain is common, so he lost all this grain and had no compensation and no way of insuring against his loss. I hope that the department will consider extending crop insurance to these people because there is going to be a lot more loss of this kind in the future.

**Mr. Chairman:** In my area a great many people engage in diverse farming. For example, they might have canning crops, hay and grain and a herd of milk cows or beef cattle. It is very rarely that every crop fails. Generally, there might be one crop failure a year. To carry insurance on all of their crops might be rather expensive, and to insure only one involves greater risk because they do not know which will fail. Three or four years ago, I do not think it would have been at all difficult to sell crop insurance for hay and forage crops and things of that kind because we did have drought, as the Minister well knows. It was really a very serious blow to all of the people. But since then conditions have changed. We have had so much moisture that a great many people have a sufficient



amount of hay on hand to last them possibly a couple of years. So this is not the time that they are going to take out crop insurance. We must, however, congratulate the crop insurance commission on being one of the only crop insurance authorities that does provide insurance for fodder and hay and so on. I think that it is a wonderful thing, and after it is available for a few years increasing numbers of people will learn it is there. By word of mouth, they will know that help has been given to those qualified. Farmers will have to see the practical need for it, and there are going to be times when they do not feel they require it, that they are able to operate on their own, and will take the chance on whatever happens because of the diversity of their crops and because of local circumstances.

**Mr. R. F. Ruston (Essex-Kent):** Mr. Chairman, I would like to make a few remarks on this matter. It is rather startling to look over the report and see that when crop insurance was first made available—winter wheat crop was one of the first ones in 1966-67—there were 404 applications with 165 claims which were some \$2,000 over the premiums. Then in 1968, there were 688 contracts, with claims \$10,000 over the premium. In the fall of 1968, there were 1,006 contracts open but 449 did not plant wheat, or failed to report. I wonder, Mr. Chairman, if those 449 people actually did plant wheat and then dropped out of the crop insurance plan because it was not satisfactory? I would be inclined to think that the 1,006 people that planted wheat one year would almost be sure to plant wheat the next year. I do not think that out of that 1,006, that 449 would not plant wheat. It would appear to me that these people dropped out of the plan because it was not satisfactory. That left us only 557 contracts, not any more than we had in 1966 and 1967. I understand that in the 1969 crop you have 550 contracts for wheat. Is this right? I believe that is the figure that I have.

**Hon. Mr. Stewart:** 557 is right.

**Mr. Ruston:** Thank you. 557 this year, and in 1966-67 we had 404, so we are not going ahead very well at all. There must be something wrong.

**Hon. Mr. Stewart:** Well, if there is something wrong, why would the hon. member suggest that we have over 900 and some written this fall for next year's crop?

Interjections by hon. members.

**Mr. Ruston:** I thought you just told me there were 557.

**Hon. Mr. Stewart:** Yes. Those were recovered in 1969. I am talking about—

**Mr. Ruston:** But that would be in the fall of 1968. What is the figure for 1969? Is it 1000?

**Hon. Mr. Stewart:** Yes, just about. Now, that is almost double what we had before. Is there something wrong with those people? Did they use bad judgment?

**Mr. Ruston:** No, I think there is something wrong with the plan because it did not increase faster than that. There has to be something wrong with it.

**Hon. Mr. Stewart:** There was something wrong the year before. Try to be consistent, please.

**Mr. Ruston:** Well, maybe you can look at the claims. For the wheat crop, you had, if I understand this report correctly, 60 per cent coverage, you had 73 contracts, which had an acreage of 2,000 insured and claims numbered 15. So you actually had ratio in claims to subsidized premiums for 57 per cent for ones insured for 60 per cent, it had a reasonably good profit. In fact it had a large surplus there. Perhaps we should be looking at this 60 per cent. Seventy per cent had a large surplus too. Maybe this is where we should be broadening our spending. Maybe people would be using the insurance more if we gave better coverage in that area because there is a large surplus in that particular item. Now in the 80 per cent area there is a considerable loss, but that is understandable. Whether people want a higher coverage with a higher premium rate or a lower coverage and a lower premium rate depends on the individual farmer and whether he wants insurance or whether he wants guaranteed income.

Now the corn plan, of course, is just getting under way, but I see that it has not increased too much. The cost of producing an acre of corn does not add up into our ratio of percentages here. I understand that 70 per cent of the average crop—which is around 90 bushels in Essex and Kent county and around 60 bushels elsewhere—which at \$1 a bushel comes to \$55 or \$60, is all the insurance we can get on an acre of corn, and the cost of producing an acre of corn in our area is really higher than this. Could this be extended? I think that corn could be increased to a coverage



of 80 per cent of a 100 bushels and the rate might not have to be too much higher. Of course, we have not got this year's report yet and we do not know what it will be; but in the 1968 report, the corn coverage in the area of western Ontario was only 19 contracts and 5 claims, and the claims amounted to only \$2,589 and the subsidized premium was \$10,538. There was a large margin there. I think that should show that there is need to increase the coverage on corn and then in that way attract a lot of people that probably should be using it. The same would probably apply to soya beans.

I understand that the federal government has a guarantee for claims, a guarantee of province of Ontario funds if the claims are over a certain amount of the premium income. To this date has the province had to use this assistance? Or assistance in cases where the federal government has \$200,000 deductible, and will loan 75 per cent of the money over that amount to the province to pay premiums? I support what the hon. member for Huron-Bruce said with regard to the premiums. When the federal government pays 25 per cent of the assistance, I cannot see why our province should not be able to match it, especially to get it under way. What we probably should do is map out a five-year programme on crop insurance, with the province of Ontario matching the federal government's 25 per cent, and if after five years the programme fails to cover at least 30 to 50 per cent of the farmers of Ontario, it should be scrapped. The province should make a real effort to get it under way by matching the federal grant. We hear comments every once in a while about what they are doing in Ottawa, but I have not heard anyone comment on the fact that they were paying 25 per cent. I guess they would rather not admit that.

Now with regard to crop losses in the Essex and Kent area—which the Chairman yesterday thought should come under crop insurance—if all these lands were insured in that area, the government probably would have had to pay millions of dollars in crop insurance claims. So really, Mr. Minister, I think that by loaning money to people who did not have insurance, it would have cost less money than if they had had insurance this year. Maybe this is not going to be this way every year, but this year, if all those people had taken out insurance on the last day, I think you would have been scraping the bottom of the barrel and going to Ottawa for considerable money, which they of course

would have given you, to pay these claims. So I think that it would not have hurt the government to give consideration to the extreme cases, the number of extreme cases.

I think in your trip to the Essex-Kent area one time, the agricultural representative told you there were 3,000 farms in Essex county. If I remember correctly, you said, "Well, at \$10,000 each, we are talking \$30 million." Certainly no one meant that all 3,000 farmers in Essex county had a bad year this year, and we never intended to be understood that way. We are only talking about the farmers in extreme circumstances. We are not talking about \$30 million to be loaned out. I do not have the actual figure on hand but I would suppose it might be around \$5 million, but that might be high. These people should still be given consideration; it is not too late. The people need assistance in some of those areas, because their taxes are coming due. With the municipalities now responsible for paying so much of their taxes to the school boards by a certain date, they must borrow the money if they do not have it. I think there are two municipalities that cannot borrow as much money as they need to pay school rates.

**An hon. member:** Well I think this situation has a lot to do with crop insurance. If they had had crop insurance, they would not have had—

**Another hon. member:** It has nothing to do with it.

Interjections by hon. members.

**Mr. Chairman:** Did you have a question to ask the Minister?

**Mr. Paterson:** On the underwriting experience on pages five and six, we note that the total premium collected from insured persons was so much plus the government subsidies which increased it to so much, and the losses or the claims amounted to varying amounts. And in the back of the book I think it indicates what the agents' commissions were—a total of approximately \$60,000. Is there a breakdown of insurance agents' commissions per item covered in this particular section?

**Hon. Mr. Stewart:** We do not have a breakdown on an individual agent's basis, but I am sure that it can be obtained, and I can give you the basis of payment for the individual agents.

**Mr. B. Gilbertson (Algoma):** Mr. Chairman, I have been listening with great interest for

quite a while to this discussion of farm insurance. I can understand that out west for the wheat and grain farmers, farm insurance would be quite an asset; but in Ontario, because there is so much mixed farming and farmers are told, "Do not keep all your eggs in one basket," farm insurance is not catching on as it is in the west.

The farmers here are down-to-earth people, and they know that crop failures come along sometimes. They know they have got to put up with the weather conditions, and they know that if you get a good crop one year, you may not get such a good crop the next. Farmers are usually pretty good living people too—I would include the farmers in the Legislature as well. And of course they are God-fearing people, and they know that many times ~~not~~ weather is an act of God. A down-pour of rain comes along, perhaps lasting as long as in the days of Noah, and they have learned over the years that they have to put up with this. They know that they have got to make the money before they can get it.

The farmers know very well that if they have to have crop insurance, this money has got to come from somewhere. They are just down-to-earth thinking people who have never had anything given to them without having to really work for it, and I think perhaps for this reason, farm insurance or crop insurance is not catching on well. They also know that it is a substantial cash outlay at one time. Even if they could pay half of it in the spring and then half in the fall after they received their crop, it may happen that they do not have the money to pay it in the fall. That may be the reason that it is not catching on too fast in Ontario.

Now I am not against crop insurance, but I think that these people are down-to-earth people, they know that you never get anything for nothing, and they take chances. We are all the same. Everyone of us who drives an automobile will say, "I will omit the collision coverage; I will take a chance. My car is a couple of years old now, and it is \$100 deductible if I do have a little collision. One hundred dollars will fix it up." Most people like to have the assurance that they are never going to be the losers, but somebody has to pay the piper. I'm sure that farmers feel that they are going to have to pay for crop insurance in the long run anyway, so that is why it is not catching on too fast.

Mr. Chairman: Mr. Nixon.

Mr. R. F. Nixon (Leader of the Opposition): Mr. Chairman, I do not know whether you

are accepting speeches from a sitting position or not. I know that Mr.—

Mr. R. K. McNeil (Elgin): No, you are supposed to stand.

Interjections by hon. members.

Mr. Nixon: I do not want anyone to have trouble hearing me; but how clearly I come through depends on the Minister's response. I shall begin my remarks on crop insurance by telling the Minister that if he feels that I am repeating anything unduly, he should just let me know. I certainly would not insist on him repeating the answers, and I want that clear; and I make that comment most sincerely. He does not have to make a big production out of that particular matter.

Most of us here can recall the days when The Department of Agriculture was forced by public demand and by government policy, to assist farmers who faced disaster conditions. This was before the days of crop insurance. We well recall ourselves travelling as members of the Legislature and reading about the Minister of Agriculture and his staff travelling to various parts of the province to investigate areas where there was serious drought or too much wet, problems associated with Ontario Hydro and their rain-making apparatus, and particularly many problems in eastern Ontario. We have already heard in this committee of the expenditure undertaken by the government through The Department of Agriculture to relieve the serious situations of catastrophe under those circumstances. The findings of the select committee have already been reviewed, and that committee considered that a place for crop insurance had not been proved in this province because of reasons that have been discussed already.

But because the federal programme has been accepted by this province, the Minister, has used it as more of a crutch to prevent himself and his colleagues from becoming involved with fairly large payments to farmers to tide them over periods when, because of weather catastrophes and crop failures, they have been unable to provide for themselves. Now I feel that the Minister of Agriculture, by freezing government policy, has been unfair in using crop insurance for this purpose. His argument is that he is prepared and that farmers know he is prepared to give assistance in matters pertaining to catastrophe so of course nobody is going to buy insurance. But the figures that we have show that crop insurance coverage is so far almost negligible and that its growth,



even though the Minister has pointed out that in the case of winter wheat it has doubled this year, still only involves a thousand growers of winter wheat. It doesn't look as though it is catching on there although that is a very easy crop to consider in its value. I would think it would be one of the easier ones to cover.

The recommendations that we have put forward here already and on which we want the minister to comment are twofold. First, he should not close his mind entirely to the need for special assistance associated with farm crop failure and catastrophe. We heard his colleague, the Minister of Municipal Affairs (W. Darcy McKeough), tell the House today about the matching dollar for dollar programme which the government is usually prepared to embark on in matters where citizens face circumstances and acts of God that are entirely beyond their control. We have already heard about God's involvement in the problems that farmers face. We were told that one reason farmers are really afraid of crop insurance is that they are afraid of getting something for nothing. I would certainly reassure the hon. member on that point. Crop insurance does not look like something for nothing as far as most reasonable farmers are concerned. It looks like we pay too much for a return which so far has not been statistically balanced or even fairly balanced when we see the payments that are available from the federal level and compare them with what is forthcoming at the provincial level.

Secondly, I believe the minister is using the programme unduly as an excuse to keep himself and the treasury from involvement in paying for crop and farm catastrophes across this province. Sure, it is difficult to tell what is a *bona fide* catastrophe. But in the situation the farmers face in Kent and Essex, even the hard-hearted Minister should surely see the strong point in the argument for special assistance under those circumstances.

The other point of course is that the programme is not attractive enough to have any real impact on the province of Ontario. The Minister, and I must admit many people on the Liberal benches too, have expected it to catch on much better than it has. I would think that it might perhaps benefit from the improved packaging that the hon. member for Essex South was talking about. Many farmers feel that even the calculation of the premium and the involvement in signing the contract is more complex than the something they would want to put

their mind to when they are busy with farm work. There is, of course, that feeling that farmers are prepared to sort of set themselves self-insurance and tide themselves over certain risks, as they have done for over a century in most of the rural parts of the province.

I do not believe that the Minister is meeting the requirements of the agricultural industry when he refuses to consider the need at the provincial level for granting special assistance in special circumstances. Crop insurance should never be designed as a crutch to save your administration from that basic responsibility.

Some hon. members: Hear, hear.

Mr. Nixon: I feel further that the costs are unduly high, and that we in the province should support this administration in an effort to lower the premium costs by sharing at least in the participation at a level to the federal participation.

Some hon. members: Hear, hear.

Mr. Chairman: Mr. Edighoffer, do you still wish to speak?

Mr. H. Edighoffer (Perth): I might say a word or two here so that the Minister can cool down there a bit before he answers some of these questions. Earlier this afternoon, one or two members of this committee stated (and I just couldn't let it go by) that farmers were slow in coming forward in response to this programme. In other words, they are just plain slow in coming forward. I can't go along with that, because I feel that with this particular programme, they are hesitant in participating in it for one or two reasons.

First of all, they are slow because they lead in production, and secondly I think they are very active businessmen. But they are slow in coming forward to this programme because I think it is very restrictive. I think it should spread out and cover many other crops. One question I would like to ask: What length of time would it take for coverage of a new crop in Ontario, such as the french bean crop which has started in the greatest part of Ontario, right down there in Perth county?

Some hon. members: Hear, hear.

Mr. Edighoffer: The other comment that I would like to make is that many of the people from farms that have come to me are very concerned about coverage of all



farms. They feel that no matter if they own one farm, two farms, or four farms, they should be covered as separate units. I would certainly like to hear the Minister's comment, or maybe we could have an understanding from a member of the commission that is here. This would cover it. Well, that's it, Mr. Chairman.

**Mr. J. N. Allan (Haldimand-Norfolk):** After that great burst of oratory from my neighbour in Brant (Mr. R. F. Nixon), I couldn't help but remember that old saying that talk is cheap but it takes money to buy whisky. I can't agree with my hon. friend in many of his statements because after my observation of the farmers in this province for many, many years, I have come to the conclusion that they are good businessmen. They are responsible and they think and they do the things that they consider are wise and profitable from their point of view. I am quite sure that if the farmers felt they needed more crop insurance, and that it was a good idea to buy it, then they would be buying it. And I am sure too the administration, as we have had it through these years, has been very generous. I have had no complaints.

**Mr. Nixon:** It's the federal government that's generous.

**Mr. Allen:** Those are the only kind of treasurers I know—the generous kind. Speaking very seriously, I'm not discouraged with our record in crop insurance. You have to remember that in Ontario we are probably the most favoured province as far as weather and crop failures are concerned in the whole of Canada.

We can expect a greater number of farmers making use of these facilities. I am quite sure that our good friends in the county of Essex, who because they never had a crop failure decided they did not want to take crop insurance, have now found that they could be mistaken. Perhaps this will happen in other areas as well. But I would have only words of commendation for you, Mr. Minister, and your staff, in the work you have done. I think it has been excellent.

**An hon. member:** Hear, hear.

Interjections by hon. members.

**Mr. J. Root (Wellington-Dufferin):** Mr. Chairman, as you know, I happen to represent one of the few really rural ridings in the province—the rural parts of Wellington-

Dufferin have good farmers. I have had only one letter, in all the time we have had crop insurance, questioning the way it was applied and it requested clarification. So I think, in the main, the farmers have accepted this as a good programme. As I have said in the House, the farmer walks hand in hand with the great architect of the universe and he knows that we are told in the good book that we have famine, disease and pestilence. So that man leaves nothing behind him, and if we do leave anything behind, Mr. Edgar Benson (Federal Minister of Finance) is going to see that we cannot pass that on.

As far as crop insurance is concerned, it has been well accepted in my area and I understand there was a problem in Essex County this year when some farmers, probably like my friend from Algoma said, decided they would take their own chances. They have had it pretty good for a lot of years—this year they missed. We missed last week. We had 20 acres of red clover seed ready to combine and we got six inches of wet snow on top of the clover. I think that the clover has gone down the drain. There is no crop insurance and I am not going to blame divine providence. I am not going to say the government should pay for the loss.

Interjections by hon. members.

**Mr. Root:** This is the way many farmers carry their insurance. We just did not depend on red clover alone. We had corn, we had some wheat, we had some spring grain. We lost a lot of money on cattle this year. Maybe we should have had cattle insurance—when the friendly head of Loblaw's sounded off and said boycott beef. He triggered something that cost the farmers of Canada hundreds of millions.

Interjections by hon. members.

**Mr. Root:** But I say on the principle that you could have insurance on beef and covered the loss. That costs the farmers of Canada about \$1.25 billion. The drop cost our operation \$10,000 but we accept that. That is part of farming. As far as crop insurance is concerned—

**Mr. Root:** It is not in one week. We lost it on the drop in the price of cattle we had on the farm. Thank goodness we did not have our full quota or we would have lost \$30,000.

Interjections by hon. members.

**An hon. member:** I think we had better take crop insurance.

**Mr. Root:** All right, we will get back to crop insurance. What I am trying to say is that many farmers carry their crop insurance in a variety of ways. Some buy a policy and some decide to take their chances by mixed farming. As I have said, in my own riding I have had only one letter in all the time of crop insurance asking for information about how they arrived at the number of bushels they allowed per acre. It was a matter for clarification. The insurance programme gives the farmer the opportunity of carrying his own insurance or buying a policy.

**Mr. Chairman:** Gentlemen, everyone has had an opportunity to speak and the Minister has several pages full of questions before him. I think it would be a good time now for the Minister to reply to them.

**Hon. Mr. Stewart:** Mr. Chairman. Since 3:30 I have listened to various suggestions that have been made concerning the present crop insurance programme in Ontario and I welcome these suggestions. Many excellent suggestions have been made. How we can implement them I do not know, but we are certainly going to explore them.

First of all, if I may, Mr. Chairman, because of the discussion this afternoon I would like to review briefly the present Ontario crop insurance programme and its genesis. In 1959, the Premier of that day, Mr. Frost, set up a special committee, a select committee on crop insurance. Some of the members of today's committee were members of that committee. I happened to be the chairman. As Mr. Johnston mentioned earlier today, we held hearings in this very room as well as in various other jurisdictions.

I recall very well the reference that has been made today to Manitoba's crop insurance programme. In the year 1959, Manitoba was just embarking on the crop insurance programme. I believe the man's name was Ford, if memory serves me correctly, who came here representing the province of Manitoba and explained their crop insurance programme to us. They have had that programme since 1959 and we have had this programme three years. I have to say—as I said yesterday in the House—that if we were to have embarked on the same type of crop insurance programme that pertains in Manitoba, there would not be a crop

insurance programme in Ontario today because that is very restrictive.

You cannot even provide crop insurance in the western provinces unless it is done on an area basis, based on the number of farmers that are signed up taking insurance in a given municipality or area. They based their crop insurance programme on limiting it to certain municipalities that were so covered. We could have done that. We could have taken the area of Norfolk County, say, for one particular crop and said there will be no crop insurance offered outside that particular county. We could have used another county, say Essex, and said there will be no crop insurance in soya beans or corn or wheat issued outside that area. We did not think that was fair. You will recall that, at the time, the Federal Crop Insurance Act provided that the first 40 per cent of the loss of any crop that was insured was borne by the farmer. In effect it was 40 per cent deductible. Our farmers made it abundantly clear to us on the committee that that simply was not good enough. If they had to carry the first 40 per cent they would carry it all.

The committee, as Mr. Johnston said, unanimously recommended that we not embark on a crop insurance programme in Ontario. This is history, but it was before 1965. When one recalls the fierce drought that occurred in those 14 counties of eastern Ontario in 1965—and that was really the culmination of about three years of drought—that was the worst year of all. It became obvious that we had to do something for those farmers who simply could not carry livestock through the winter. There was no feed available, the existing surplus supplies of hay had been used up the year previously. Farmers could not reach out to their neighbour or to another county or another township and get hay. It had to be brought in from outside.

We discussed this problem with the federal Minister of that time, the hon. Mr. Harry Hayes, who looked with favour on us doing something. But on one condition. That was that we introduce a Crop Insurance Act in the province of Ontario. I recall that debate pretty well. I took strong exception to the one condition. I described it as blackmail. Perhaps that was not a very good term to use but we talked quite frankly to each other and we understand each other pretty well. He went along with this programme of ours, of assistance to the farmers, providing we would introduce crop insurance. But I got one concession and



that was that they would have to expand, on demand, the Crop Insurance Act so that it would provide 80 per cent coverage rather than 60 per cent and have it apply to forage crops as well. Really, the problem in eastern Ontario was loss of forage crops more than almost anything else.

The federal government agreed to amend their Act providing we would bring ours in and this was done in both jurisdictions. We brought our Crop Insurance Act forward and I find myself somewhat at a loss this afternoon to hear the leader of the Opposition say that the government of Ontario, and in particular the Minister, is using crop insurance in Ontario as a crutch, that the government has been unfair in this regard. I recall very well the question that he himself asked me at the introduction of this legislation in the House: "Does this introduction of crop insurance in the province of Ontario spell the end of adverse weather assistance in this province?"

Mr. Nixon: If I knew how you were going to use it right then—

Hon. Mr. Stewart: —and I answered in the affirmative that it did, and *Hansard* will record that he agreed with my proposal at that time.

Mr. Nixon: At that time.

Hon. Mr. Stewart: Now let's not qualify this. You've waffled all over the place this afternoon for political purposes. Let me suggest that it's time you listened for just a little while—I have for long enough. Now then, today—

Interjections by hon. members.

Mr. Chairman: Order, order, order. The Minister didn't interrupt you when you were speaking. So let's carry on in a business-like manner with this meeting. Let the Minister have an opportunity to speak.

Mr. Nixon: Let him stick to the facts, then.

Hon. Mr. Stewart: I am sticking to the facts. I'll stick to the fact. I'm just relating—

Interjections by hon. members.

Mr. Chairman: Order, please.

Hon. Mr. Stewart: I'm just relating, Mr. Chairman.

Interjections by hon. members.

Hon. Mr. Stewart: Let me get back to the proposals that have been made by the hon. member for Huron-Bruce. I think these were good suggestions, as I said earlier. I have notes of all of these proposals. The idea of greater enrollment; we'd all like to accomplish this, there's no question about that. He referred to the matter of marketing boards and negotiating with the commission for special rates and group plan on a compulsory basis. The tomato plan was negotiated on this basis this year, but it was not compulsory. I think it's indicative of the wisdom of that type of programme when we consider that 35 per cent of the farmers who grow tomatoes in Ontario have tomato crop insurance this year for the first time. This appears to be the way it should be done. The potato plan was worked out the same way. There wasn't the same degree of coverage there at all, but that programme was introduced quite late in the year. I would hope that perhaps next year there will be a wider acceptance of it. With reference to the premium subsidy, of course this is something that we could do, and perhaps there's merit in it. On the other hand, I think we have to recognize that some place along the line we have to be responsible as far as the use of the taxpayer's dollar is concerned. It's not easy to say, "Well, we're going to do thus and so" with the taxpayer's money unless there appears to be very good reason and justification for it.

The hon. member for Huron-Bruce referred to the fact that crop insurance should be made available on the individual farm basis. In all of the nine plans that we have in Ontario today that's the way it's offered, except white beans, and that's offered on a county basis. Here again, that programme was worked out with the white bean growers' marketing board. They wanted it on a county basis. You suggest that it shouldn't be on a county basis, that it should be on an individual basis, and I find difficulty in rationalizing this. Perhaps you didn't really know that this was the case. You say as well that insurance should be on the economic value of the crop. The federal Act does not permit this at this time. Maybe there can be an amendment made. Our Act doesn't permit it either. It guarantees bushels or yield per acre. But it has nothing to do with price that's associated with the commodity.

I think you must recognize, as all members of the committee would recognize, the inherent dangers that one could get into if



this policy were to be adopted. We have, in the case of winter wheat and white beans, agency-type marketing boards that set the price and handle all the products. Now if we get into the business of establishing price, economic value, for the yield of a given commodity, then we interfere with the normal procedure that they have adopted. I think we'd be very unwise to get into that particular area. My hon. friend suggests that white beans were inadequately covered. Perhaps they are. It's difficult to know whom to believe. As I mentioned earlier, we insisted that the federal government amend their Act to provide up to 80 per cent of coverage. We instituted a programme based on the matter of choice: 60, 70 or 80 per cent of coverage. It was the farmer's decision. And we were advised by responsible farm organizations that we should provide more of a cost covering basis, down to say 40 or 50 per cent of the cost. The farmers would accept that. Really, all they were looking for was something to cover their actual cost of production—that's the inputs, fertilizer, seed, what have you—so we made that type of a programme available, thinking that this was what farmers wanted.

**Mr. E. Sargent (Grey-Bruce):** Is there a premium structure?

**Hon. Mr. Stewart:** Of course there's premium structure, compared with the coverage that was available.

Interjection by an hon. member.

**Hon. Mr. Stewart:** We tried to get that system working. Obviously not all of those programmes have worked as we had hoped they would. I'm as disappointed as anybody is in the coverage that we've got on the various crops. For instance, the total insured winter wheat was 2.7 per cent in the year 1968, and this is for the crop that was harvested in 1969. In spring grain it was 1.1 per cent. In soya beans, it was 3.5 per cent. In white beans it was 17.5, in tomatoes, 3.5; in potatoes, 0.2; in grain corn, 1.2 and forage it was 0.05 per cent, which is very little. If my hon. friend from Grey-Bruce had been here this afternoon he would have learned something. I rather regret, Mr. Chairman, that when he comes in here, he can't keep his mouth shut long enough to give his brains a chance to work to listen to what somebody is saying about what is being done.

Interjections by hon. members.

**Mr. Chairman:** Order, order.

Interjection by an hon. member.

**Hon. Mr. Stewart:** Well, you're certainly no farmer, and God help the farmers if you ever represent them. That's all I've got to say.

Now there were other suggestions made concerning what Mr. Spence had to say regarding sprouted wheat. This matter is of concern—there is no doubt about this at all. The Crop Insurance Commission—we discussed this at some length with the chairman—could have written this in, but it wasn't done for the simple reason that it would have escalated the premium structure. Keeping in mind the fact that there is very seldom a loss along this line and that when losses such as this do occur the farmers use that sprouted wheat for feed or sell it to someone else to use for feed, the loss is not as great as it might normally be considered to be. So the Crop Insurance Commission, in their wisdom, decided to leave this out. Now they're looking at this matter, and I don't know whether they intend to write it in or not. But certainly it's a matter of concern to them.

The delayed premium that was mentioned this afternoon, 50 per cent at planting and 50 per cent at harvest, has a good deal of appeal to me, frankly. I don't know whether it can be worked or not. But I'd sure like to see it tried, to work out some type of programme that this could be taken into consideration—perhaps not on all crops, but certainly for those crops that are marketed through an agency where the entire crop is sold. I think of white beans here as an illustration, where nobody holds back the beans to feed—they're sold. Maybe this is the way that it should be done. Tomatoes is another one where all the crop is sold. There is a good deal of merit in that.

**Mr. Spence:** What about those farmers who are not in—

**Hon. Mr. Stewart:** Yes, a note could be signed but sometimes it is difficult to collect a note, as you well know. I think this is certainly something we should take into consideration. I noticed that you, Mr. Hodgson, supported that and opposed the compulsory aspects. However, I was interested in what Mr. Paterson said this afternoon about leaving the compulsory aspect of the implementation of the programme up to the marketing board to decide. That could have a lot of merit, because obviously if we were to see that programme expanded, say for tomatoes—35 per cent were covered this

year and had that been a compulsory programme, 100 per cent would have been covered—the risk would have been spread over a far greater area from an actuarial standpoint. I'm no insurance man, but I would think that was sound logic. Certainly these suggestions should be considered. We will take a good look at that one too.

The matter of agents' remuneration was brought up and we could tell you what the fee structure for agents is. For a new policy: \$8 for the writing of the policy plus 10 per cent of the premium, with a minimum of \$10 and a maximum of \$30. For the policy renewal: \$6 plus 10 per cent of the premium with the same minimum and maximum of 10 and 30 respectively. The forage crop plan does have a higher premium because it is so much more complicated and involved. We would like to look at this with the thought that we could simplify the forage plan just a bit. So, I point out the fact—I have just been handed a note and I am delighted to know that with tomatoes the premiums were not paid until the crop was delivered to the plant. So this bears out what we have just been saying. This puts into practice what has been suggested—with a crop that is all under contract.

Interjection by an hon. member.

**Hon. Mr. Stewart:** Yes, it would, the same thing—at the end of the season. That is another crop that it could work in quite well. I have so many notes here, Mr. Chairman. The matter of the losses on grain due to the ducks that Mr. Evans and Mr. Hodgson referred to earlier—certainly this is a matter of concern. Bird loss on corn in southwestern Ontario is covered, but the bird loss on grain crops in that particular area of the province to which you referred is not covered, as I understand it. Now, maybe you would clarify that, Mr. Lantz?

Interjection by an hon. member.

**Hon. Mr. Stewart:** Well, right, we'll take a look at that. Frankly I think something should be done about this matter. There is some complication here. The suggestion was made last night that perhaps some type of fund should be established by the people that hunt the ducks. I believe there is a project in the United States known as "Ducks Unlimited" that compensates farmers in western Canada for loss to grain crops when the birds are coming in and feeding on these crops. However, there are some complica-

tions in this. Under the Migratory Birds Act, the federal government collects the license fees for the sale of hunting licences for migratory birds and, as I understand it, the Department of Lands and Forests simply issues a gun licence. I am not sure whether that really applies to birds entirely. I believe it is a gun licence for hunting anywhere.

Interjection by an hon. member.

**Hon. Mr. Stewart:** —is for the bird's nest—in this particular area.

**An hon. member:** They are there all summer.

**Hon. Mr. Stewart:** That's right. This is the problem. We'll have to take a look at this somehow.

Interjection by an hon. member.

**Hon. Mr. Stewart:** There may be other things that I should refer to but I don't know what. Have I left something out here that was mentioned? They have something that could be mentioned all right. But I do want to come now to the suggestions that have been made this afternoon that we should provide this assistance to southwestern Ontario because of the crop loss sustained in that area this year.

And I want to say that there is no one in this province who appreciates and sympathizes more than I do with the farmers of southwestern Ontario. There is no doubt that they have sustained a severe loss. One only has to lose a crop to know just how bad that can be, and this has happened to a great extent in that area. I want to point out, however, that we had felt that the programme that we had embarked on as far as soya bean, corn and white bean coverage was a reasonable programme—that it would provide a great deal of assistance to farmers in the event of crop loss.

We sent out through the Crop Insurance Commission over 13,000 personal letters to every grower of soya beans last year. That letter was sent out, I believe, on June 9. Within two weeks the head office staff went out with the local agents in the southwestern Ontario counties of Essex, Lambton, Kent, Algoma and Middlesex and contacted the individual farmers to try to persuade them of the value of soya bean crop insurance this year.

Remember on June 9 and two weeks following there was certainly evidence that it wasn't the best of the growing season—that



there were weather hazards involved. But out of all that personal contact that had been made, and offering 70 per cent of the average farm yield for coverage, there were only 304 soya beans contracts made out of well over 13,000 personal contacts made.

I was disturbed by this, quite frankly, and I asked our people what reaction they got when they visited these farms. I was advised the reaction that was repeatedly expressed to them was that the farmers said, "We have never had a soya bean crop loss in this area and we see no reason why we should buy crop insurance now. We are going to carry our own risk." Three hundred and four decided otherwise, and if those people qualify through loss of their crop, they will be paid. We feel that this was an honest attempt to get the job done and I don't really think that we can be accused of not offering the assistance in that regard.

Early in July I received a letter from Mr. Ruston—and it was a good letter—in which he brought to my attention the losses that had been sustained by the Essex county farmers and that area of his riding, Romney township and parts of two other townships in Kent county.

You know that earlier Mr. Ruston suggested that we offer to delay the payment on junior farmer loans, adverse weather assistance loans and on bank guarantees, and I thought this was a reasonable suggestion. I thought it was a good suggestion. We discussed it with our staff; I discussed it with the treasurer and finally with the prime minister; and on July 15 we made the announcement that we would do just that.

We went further in stating that we would contact the head offices of the banks and advise them of the seriousness of the situation in that part of Ontario. We asked them to give consideration to taking a very lenient approach to collection of the accounts. We contacted other agencies as well, advising them of the situation as we were of the opinion that people knowing the situation would take a lenient approach, as they had in other areas. To my knowledge this has been done.

Certainly crop loss has occurred in other areas and I can think of some—the bean crop loss, Huron County, of a few years ago, Mr. Gaunt, and it was a total write-off at harvest time. I can think of the Holland Marsh areas where there was such a loss of onions. I can think of the tobacco crop problems that we had. I can think of the frost that struck the grape crop at blossom time

in the Niagara Peninsula, shortly after I became Minister. And I recall very well the debates in the House just last year, pertaining to crop loss that was sustained in the Rainy River District of this province.

Now we offered to do the same thing in all of those areas as we offered to do in Essex County this year. We offered this programme of matching dollar for dollar with any money that was raised locally and this can be raised on the mill rate of the municipalities that are involved—including the urban area of the municipality in which the crop losses occurred. If it's a contribution of the municipality, we will match it. We would support any group of—

Interjection by an hon. member.

**Hon. Mr. Stewart:** Well, there have been several that have been used in Ontario so far this year.

**Mr. Sargent:** —loans that the banks are refusing today. The banks are not getting any loans out under the farm equipment loans department today. The Minister wants you to do the same thing with the banks.

**An hon. member:** Mr. Chairman, I suggest that if the hon. member wants to make a speech, he must make the speech in the same order as—

**Mr. Sargent:** You can't interject, sir? Different rules than in the House, is it?

**Hon. Mr. Stewart:** Mr. Chairman. This is the position in which we find ourselves: I have discussed the problem with the federal government and with the federal Minister. We share the opinion that if we were to introduce an adverse weather assistance programme this year we might just as well abandon the discussion we've had this afternoon because there will be no crop insurance programme in Ontario. We might just as well recognize that now as later. If we are going to provide adverse weather assistance to Ontario farmers—and I am an Ontario farmer and I know what it means to have my crop entirely wiped out—or continue the programme that we had in 1966 and 1967 then we might just as well abandon the crop insurance programme. I would prefer to take into consideration those valuable suggestions that have been made here this afternoon by the government party and by the Liberal party in trying to deal with this question of improving this crop insurance programme. If we can develop a programme that will be more attractive to the



farmers of Ontario, then this surely must be our job and our responsibility and I want to approach it on that basis. This is the position that we take as the government. I welcome these suggestions. I have made notes of them. Mr. Lantz, as chairman of the Crop Insurance Commission, and Mr. McNeil, as a member of the commission, have both had the benefit of hearing this debate, Mr. Chairman.

**Mr. Makarchuk:** On this same point, have the Minister and his department done any surveys in Ontario to find out what the average costs would be to the taxpayer to provide some type of assistance to the farmers who will have suffered damages as the result of crops failures? Again you have a problem and you are not taking care of it. It's good to say that some people could have had insurance but in Essex and Kent, there are people who were in no position to take insurance because they were not able to get their crops into the ground. This is something the Minister has ignored so far. Another point is that the Minister doesn't really have to write little letters to banks saying, "Dear Joe or Dear Sam, please lay off the farmers in Essex or Kent," or something like that. He could institute moratoriums. He has the power to do this and this is something that he should have done. It may have been nice if some of the banks had listened. There are instances in these areas where the farmers have lost their farm equipment to the finance companies despite the fact that the farmers have a great deal of equity in the equipment. And this is an area where the Minister can move in. It's the responsibility of the Minister. It is the responsibility of the government to intervene on behalf of the citizen—

Some hon. members: Hear, hear.

**Mr. Makarchuk:** —who is in a defenceless position, and this is what the case is here. And the Minister has absolutely refused to get himself involved or get his government involved in these areas.

**Hon. Mr. Stewart:** Well, Mr. Chairman, I haven't changed my original opinion. I marked a big zero beside the contribution the hon. member had made previously and I haven't decided to change it. Let me suggest this to you.

Interjections by hon. members.

**Hon. Mr. Stewart:** First of all, we know of no such machinery that has been lost be-

cause of the adverse weather in Essex County. Would the hon. member provide us with the names and addresses of the farmers that he refers to as having lost their equipment due to the adverse weather? Every year farmers have machinery repossessed. It would be interesting to know exactly the reason for such repossessions. We haven't heard of any such repossessions. But that doesn't mean they haven't happened. They could easily have happened without our knowing.

Interjection by an hon. member.

**Hon. Mr. Stewart:** We have no authority, absolutely no authority, to say to a farm machinery company, "Thou shalt not go out and repossess any equipment in this province." There is no statute or legislation on—

Interjection by an hon. member.

**Hon. Mr. Stewart:** Now with regard to the adverse weather—

**Mr. Makarchuk:** The business man is getting all sorts of grants. It's whenever the farmer is on the short end that you get up there. Look at British Mortgage. What did you do in that case?

Interjections by hon. members.

**Mr. Makarchuk:** Yes, nothing. You backed the loan, didn't you? You agreed to back a loan. What did you do for the Fearman Operation? Absolutely nothing because it was a farmer.

**Hon. Mr. Stewart:** In 1966, we made \$18,275,914 available in 4,927 loans. The average loan was \$3,709. We have guaranteed these loans. The interest rate was 6 per cent. We paid the interest the first year and we paid half the interest in succeeding years with no principle paid the first year. For the adverse weather programme of 1967, we made \$8,885 thousand, roughly \$9 million available to 2,212 farmers with an average of just a little over \$4,000 each. The interest rate was 7 per cent and the same terms of repayment pertained in that regard. Our cost of carrying these loans in 1969-1970 amounts to \$800,000.

**Mr. Makarchuk:** Sir, if you compared the amount of \$8 million you gave to the farmers in adverse loans in one year—what was the 1966 figure, I didn't quite catch it—

**Hon. Mr. Stewart:** \$18 million.

**Mr. Makarchuk:** \$18 million. Through your E.I.O. loans, you've given away about \$27 million in one year. Surely the farmer is entitled to something from his government under those circumstances. If you are willing to give loans to Allied Chemical and Kraft and so on, then surely this may be a better method of subsidizing or compensating the farmer who through no reason of his own suffers a crop loss or some problems in his operations.

Interjections by hon. members.

**Mr. Sargent:** Just because the Minister is in the chair, I don't think he has any right to say that any member who doesn't agree with him is a zero. I don't think that the Minister, because he's in charge of the committee, should say anyone who disagrees with him is a zero.

**Hon. Mr. Stewart:** I didn't say that. I didn't say that.

**Mr. Sargent:** All right. I thought you said that. The lack of enrollment for crop insurance is proof of its failure generally. The reason for this, looking at it from a business standpoint, is that the costs are prohibitive. The main motivation behind the whole idea in Ontario is to keep the farmers on their farm, to keep them healthy, and crop insurance can be one tool for doing this if it's handled properly. I don't know if there is any merit in this idea or not but you make car insurance mandatory across the whole province. Farming is part of our economy and crop insurance—

Interjections by hon. members.

**Mr. Sargent:** Just a moment. You're a financial man, Mr. Allan. You should know if you spread the load across the whole province then you bring the rates down.

Interjection by an hon. member.

**Mr. Sargent:** Mr. Chairman, is he going to make a speech?

**An hon. member:** If he wants to make a speech he should stand up.

**Mr. Ruston:** Yes. Stand up if you want to make a speech.

**Interjection by hon. member:** We've been through all this once before this afternoon.

**Mr. Allan:** I want to find out what's going on in this here room after we're through with the discussion. If we are going to allow

people to come in and disrupt us at the last minute, we'll never get through our material in a month.

**Mr. Ruston:** I understood that these sessions were to be conducted as those in the legislature are, and—

**An hon. member:** Hear, hear.

**Mr. Ruston:** If someone wants to get up and talk more than one time on any one subject, he is certainly free to do so. I don't think you or anyone else has any right to stop him from doing that.

**An hon. member:** Hear, hear.

**Mr. Sargent:** The point that I like the Minister to give me a straight answer on is this. An important thing like car insurance—

Interjection by an hon. member.

**Mr. Sargent:** —is made mandatory across the province. Everybody has to have car insurance.

**Some hon. members:** No.

**Mr. Sargent:** Oh, yes. Somewhere along the line, everybody without insurance has trouble because he can't get a license.

**An hon. member:** Don't be crazy.

**Mr. Sargent:** You don't get a license if you don't have insurance. Do you get a license?

**An hon. member:** Sure. For \$45.

**Mr. Sargent:** Car Insurance?

**An hon. member:** Sure.

**Mr. Sargent:** You can't.

**An hon. member:** \$45.

**Mr. Sargent:** What is important to our way of life is that the farmers stay healthy. Crop insurance, would mean another two to eight dollars for all of them I suggest that if you make it mandatory that every farmer carry crop insurance as part of his operation and build the cost of it into the price of his product, then you can solve the problem. With all the brains you have up in that back hall maybe you can work out something intelligent.

**An hon. member:** There aren't too many down there; let's say that.

**Mr. Sargent:** You couldn't do that?

Interjection by an hon. member.

**Mr. Sargent:** I would like—hold on just one second.

**An hon. member:** Sure.

**Mr. Sargent:** I'd like to know why you couldn't do that.

**Hon. Mr. Stewart:** First of all, there's nothing in the federal or the provincial Crop Insurance Act that makes it compulsory. Not a thing; and I think you would find that if you introduced a programme in which you said that every farmer in Ontario was required to cover all the crops that he grows with crop insurance, you would find yourself up against public opinion that wouldn't agree.

Interjection by an hon. member.

**Mr. Sargent:** Due charge. But the only thing is that your premiums are too high now. If you spread the cost, the premiums would come down.

**An hon. member:** Give it to them free.

Interjection by an hon. member.

**Mr. Paterson:** Mr. Chairman, I'd like to discuss specifically the loss of our winter wheat due to the sprouting that occurred, and in relation to the comment that the Minister had his top officials down in south-western Ontario, trying to promote coverage on the soy-beans. Shortly thereafter we were run into heavy rain problems. I think one thing that really marred the minds of the farmers down there was the fact that sprouting was not covered under the winter wheat contracts. The people down there felt that it may have been an oversight on the part of the commission that sprouting was not included in the basic terminology of the plan. Now the minister states that this could have been written in but wasn't because the premium would have been too high. I suppose in doing this I am challenging what the minister has said, but I wonder whether the commission records, have notes of the meeting where the decision was actually made and put in writing that the sprouting factor was taken into consideration and dropped.

**Hon. Mr. Stewart:** Before the fact—

Interjection by an hon. member.

**An hon. member:** All right, I—

**Hon. Mr. Stewart:** I'm not sure exactly what you are saying. I was talking to the Chairman, but I think you said that wheat sprouting hadn't been discussed by the crop insurance commission. Is that right?

**Mr. Paterson:** No. What I believe you said is that this factor could have been written into the—

**Hon. Mr. Stewart:** I said that today?

**Mr. Paterson:** Yes—

**Hon. Mr. Stewart:** I said that today?

**Mr. Paterson:** —but that the premium structure would have been too high and therefore the programme could not have gone ahead.

**Hon. Mr. Stewart:** Well this is what I am told by the Chairman of the Crop Insurance Commission.

**Mr. Paterson:** This was prior to this disastrous season?

**Hon. Mr. Stewart:** Yes.

**Mr. Paterson:** I was hoping that it hadn't been, Mr. Minister, because this might have given you an excuse to do something for the wheat farmers in particular, and might have taken away their feelings against crop insurance.

**Hon. Mr. Stewart:** Well it may have, but I point out again that we have to date twice as many—

**An hon. member:** Quite right, Mr. Chairman, quite right.

**Mr. Sargent:** Is there any reason that the Minister can't stand when he speaks but that we have to?

Interjection by an hon. member.

**Mr. Sargent:** Tell him to hold the mike again.

**An hon. member:** Can't you hear?

**Mr. Sargent:** Do you know whether anybody else is in this room?

Interjection by an hon. member.

**Mr. Sargent:** In the House you have to stand up.

**An hon. member:** It isn't a matter of privileges but a matter of mechanics.



**Mr. Sargent:** Then why should a member have to stand up?

**An hon. member:** It is a matter of the mechanics of the operation.

**Mr. Chairman:** No. This is right with *Hansard*. Without any suggestions from the Minister's departments, this was the understanding I had with *Hansard* to provide this mike set-up.

**An hon. member:** I think on this, I'm following along with—

**Mr. Chairman:** Order, order. The Minister was replying to the point of order. The minister should be permitted to complete his remarks.

**Hon. Mr. Stewart:** I lost the train of thought. I can't really recall what it was that they asked.

Interjections by hon. members.

**Mr. Paterson:** I had hoped, along with those farmers who had taken out winter wheat insurance, that this in fact had been an oversight in the commission's ruling, and that this might be a chance for the Minister to do something on behalf of these farmers.

**Mr. Chairman:** Mr. Ruston?

**Mr. Ruston:** I agree partly with this. I am reading the winter wheat contract or endorsement and this is what I suppose bothers people. This endorsement insures against a loss in production of winter wheat resulting from drought or excessive moisture and excessive rainfall. And then it says the maximum indemnity payable for a loss in production of winter wheat in a crop year is the amount obtained by multiplying a total guaranteed production by the price per bushel established in the plan.

Having been in the insurance business for the last five or six years, I am very very skeptical about the interpretation of that point. I think you are treading on very very thin ice as far as responsibility there one way or the other, in my opinion. I have had a legal opinion on it too, and I think that as Mr. Paterson, the member for Essex South, says, if the Minister could see any way to have brought the sprouted wheat situation being discussed under the contract plan, I think he would have found it would have been much better received.

**Hon. Mr. Stewart:** Well, we had a 100 per cent increase to date in the number of poli-

cies taken in winter wheat. That is not a bad record. It is an improvement any way. That may not represent nearly as great a number of policies as we would like. I do not know how many more will come in. But, today there is a 100 per cent increase at least.

**Mr. Gaunt:** I want to get a point in the Minister's reply clarified if I may. I understood the Minister said that the individual farm basis is the basis upon which the coverage is now issued, with the exception of white beans.

**Hon. Mr. Stewart:** No, potatoes. Potatoes has an area average.

**Mr. Gaunt:** Potatoes and white beans then. There are two?

**Hon. Mr. Stewart:** Yes, and they were both worked out with the commodity groups involved.

**Mr. Gaunt:** Well, I just wanted to make sure that we are talking the same language here. Are we talking of an individual farm basis or an individual unit basis? I think there is a difference.

**Hon. Mr. Stewart:** Oh, I see, yes, well, we are talking about a—

**Mr. Gaunt:** I think we are talking about a unit basis.

**Hon. Mr. Stewart:** Yes, that is right.

**Mr. Gaunt:** I am talking about an individual farm basis, and that is the difference in the two items.

**Hon. Mr. Stewart:** Yes. Here again, the federal Act provides that the coverage must apply to the entire amount of a particular crop for the year that a farmer grows, so it is a unit. And here, Mr. Allan, I recall very well that at the time we had the select committee hearings, the tobacco board took some exception to this because they wanted what was described as "spot loss coverage"—if the corner of a field was wiped out with hail damage, they wanted payment. But the way The Crop Insurance Act reads is that if the yield is sufficient on the remaining part of the crop that is not damaged, then that loss is not—

Interjections by hon. members.

**Mr. Allan:** That was a different basis.

**Hon. Mr. Stewart:** Indeed it was. In hail insurance, through the private companies, they could buy spot loss coverage. They could not buy it under our federal-provincial programme.

**Mr. Gaunt:** It was then really not a question of the payments being made on a unit basis?

**Hon. Mr. Stewart:** That is right. The cost of production creates a problem there and we will look at it. I can see the wisdom in your point, because with the consolidated farm programme that we have going now, it could well be that there are farms that are removed somewhat from the—

**Mr. Gaunt:** Well, this is precisely the point. The farmer may have the farm down the road a mile, and the hail storm could cut across that farm, and his other farms would remain untouched; but simply because the other crops on his other farms did not suffer the loss, his total average is raised to the extent that he does not qualify for crop insurance.

**Hon. Mr. Stewart:** Then we get into the problem of the farmer who has 500 acres, a block, a section, 640 acres maybe. Are we to take all that as one farm? Or are we to say that this farmer has 200 acres in this block and has 300 in the next block but because he has two separated units he gets two policies. We have to work this thing out with the federal government.

**Mr. Gaunt:** Yes, I realize that there is an area of toughness, an area where one might have some difficulty in just delineating exactly what constitutes an individual farm in the event that a farmer owned four or five farms in a block. But even when his farms are separated, there is a real problem because often storms are very localized. They may catch one farm and they do not catch the next farm so this is a real problem.

The other point I was wondering about is the white bean figures that are indicated in your report as March 31, 1969. I believe the difference here between the premiums. You had \$32,697 in premiums and \$14,013 in government subsidy for a total of \$46,710. Your pay out was \$75,000. That is a difference of roughly \$28,000. So where does that come from? The general revenues of the province?

**Hon. Mr. Stewart:** Yes, from the Treasury of the province. That is right.

**Mr. Gaunt:** Under section 8?

**Hon. Mr. Stewart:** Yes.

Interjections by hon. members.

**Mr. Makarchuk:** Just a brief point again on the matter raised earlier about the excessive moisture statement in the contract and also in your advertising. I think, to an extent, the advertising is misleading because you do not cover sprouted wheat and some farmers may interpret this as such. I would suggest that you change the advertising.

**Mr. Hodgson:** Excessive moisture?

**Mr. Makarchuk:** Right.

**An hon. member:** But you do not pay for it though.

**Mr. Chairman:** Carried.

**Mr. G. W. Innes (Oxford):** Wait a minute. I have not said anything this afternoon. I have been listening to all the authorities, but I was wondering why could you not set up a unit, of say 100 acres, or 50 acres and anything up to 50 that you could insure, or 100, or anything up to 100? Let the farmer designate the unit he wants to use. If he wants to use a 400 unit well and good. If he wants to use a 600 unit, let him select the determining factor. Then he cannot come back and say, "Well this 50 acres over here should have been insured and it was not." Let him designate the units he wants to use. Maybe something could be worked out in that aspect.

**Hon. Mr. Stewart:** We will take a look at that.

**Mr. Chairman:** Carried.

**Mr. Spence:** I would just like to say before this vote is carried, that there will be a number of farmers in the Essex and Kent area who perhaps have only been in agriculture for four or five years and I would imagine this blow is going to wipe some of those farmers out or it is going to cause them to lose five years of their life. It will be wasted because I would imagine that some of them will never recover. I think it is a very serious situation, a very serious situation in which to make a decision. I would like you to reconsider this again. If there was a loan up to \$5,000 given to those farmers. . . . I know what a great benefit it was to my area when you came down and

saw the crops that were destroyed by hail, and I think that you should take another look at this. There are some who may have been farming for only five years who will never recover. It is a very serious situation. There were some, through no fault of their own, who could not even plant. Maybe they were better off than those who did get the crop planted because they did not have the expense, but it is a very serious situation, a

very serious decision to make. I hope the Minister and his officials would just take one more look or give one more little bit of consideration to those who maybe will never recover this loss this year.

**Mr. Chairman:** Crop insurance is carried and extension branch will be next.

It being six o'clock, p.m., the committee took recess.







ONTARIO

# Legislature of Ontario

## Debates

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CITY OF TORONTO

**STANDING COMMITTEE ON SUPPLY**

**Department of Agriculture and Food**

Chairman: N. Whitney, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

**Tuesday, October 28, 1969**

**Evening Session**

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Tuesday, October 28, 1969

Extension branch .....	S-lxxxv
Home economics .....	S-xcviii
Livestock .....	S-ci
Motion to adjourn, Mr. Hodgson, agreed to .....	S-cv



## LEGISLATIVE ASSEMBLY OF ONTARIO

## Agriculture and Food Standing Committee

TUESDAY, OCTOBER 28, 1969

ON THE ESTIMATES—DEPARTMENT  
OF AGRICULTURE AND FOOD*(continued)*

The committee met at 8 p.m. in Committee Room One.

**Mr. Chairman:** The meeting will come to order since we have a quorum. Extension Branch, page 11.

**Mr. M. Makarchuk (Brantford):** Mr. Chairman, I would like to get into the Extension Branch discussion once again. The problem seems to me that though The Department of Agriculture and Food does provide a certain useful service, it does seem that through the Extension Branch the service is really limited to a certain group of farmers. Once again I will refer to the social and economic problems and adjustment needs of the farm family in eastern Ontario. They discuss the agricultural representative. The report says that 46 per cent of the full time farm operators did not avail themselves of the opportunity of the visit of the local agricultural representative, either at the office or at anytime during their farm tenure. In this case the farm tenure is an average of 21 years. This situation was more prevalent by farm operators of the poor class—categorized as B, C, and D farms—especially the D class farm. Sixty-five per cent represented operators of only one out of four, 26 per cent of all class A, full-time farms. I am not sure if this statement is correct.

In Portland township, Frontenac county, farm operators on two out of three full-time farms did not visit with the agricultural representative, either at his office or at the farm. The point here, Mr. Chairman, is that it seems this particular Department of Agriculture and Food has a certain class bias developing in it. The services they provide for the farmers, either goes into insurance or capital grants. Even in the extension service to great extent this service is aimed at the farmer who is, shall we say, better off, when actually the problems in agriculture are really in the less well off area—the

two-thirds of the farmers who need the assistance, who need the advice and support from the farm extension branch.

If we return to the Challenge of Abundance report—and it says specifically that the farm management services do—it says that most county agricultural representatives should be trained farm management specialists—trained in credit counselling, management counselling and teaching farm business principles and who have taken short courses in clinics. There is a general feeling among many farmers right now that these armchair strategists, as they call them, sit back in their office and tell them how to farm. In no way do they contribute to increasing the cash income to the farmers. Here is an excellent suggestion and that is there should be farm management specialists and their role should be expanded, not only in emphasizing what crops are put in, what fertilizer in this plant will grow better here or there, but on matters of credit, how to obtain credit, matters of management counselling and certainly in business principles. To a great extent I would say that in this area the extension people are not carrying out the full capabilities or the full possibilities that are open to farmers in terms of education. I will just leave it at that for the moment to hear some comments from the Minister on this matter.

**Hon. W. A. Stewart (Minister of Agriculture and Food):** Quite frankly, Mr. Chairman, there are very few comments one would even deign to make on a statement as ridiculous as the one we just listened to. The Agricultural Representative Service in this province has, in my opinion, provided a greater service than any other branch of the civil service of any department of government to the people it is designed to serve, and somebody who stands up and who does not know anything about agriculture, who has never talked to an agricultural representative about farm problems of his own, can hardly be an authoritative witness to the, as he suggests, lack of usefulness of the agricultural representative service. He quotes

figures from eastern Ontario where indeed the natural resources of the farmer, as far as land is concerned, do not lend themselves to agriculture in many instances and he condemns the agricultural representative service there because it has not been close enough to the farmer. By the same token, he turns around and condemns those who are providing an excellent service in other areas of the province. Mr. Chairman, it would seem to me that one cannot win and there is really no point in continuing a debate with those types of ridiculous points.

**Mr. Makarchuk:** Mr. Chairman, I agree the Minister is not willing to listen but surely his own department, which carries out these studies is. I imagine there is a certain amount of objectivity involved in that. I would also like to get back to the book again and read what it says here. Many of the service programmes are directly related to fields of farm management, and contribute significantly by providing farmers with relevant information. Included in these programmes are farm accounting projects, milk recording, performance testing and soil testing. These programmes are of tremendous value and in most cases they work through the extension department and—I would like the Minister to take note here—it says, at the present time, however, they fall far short of the need in that they reach only a small number of farmers in relation to the total numbers who could benefit from them. The Minister, of course, would not listen to what the book said. I presume the Deputy Minister has been involved in writing this book and he may possibly understand what is being done.

Following this along the same lines—and this again is in the book—it says—dealing with the service programmes that are provided to the extension department—first, they concentrate most heavily on the function of providing information, rather than directly assisting the farmers and making management decisions. This is a distinct disadvantage to many farmers because they often find it difficult to make effective decisions even if the relevant information is provided. Many service programmes could be more beneficial to farmers if emphasis were placed on assisting farmers to make the decisions rather than simply providing information. The Minister's own Farm Income report, put a great deal of stress on what is in this book.

Farmers are very critical of the Minister's department, the Extension Department. The Minister's own study of the patterns in

eastern Ontario, and I am sure they are not much different than any other areas of Ontario, also indicate that these representatives are not used to the extent, nor they are as effective, as they possibly could be. Mr. Chairman, this in no way detracts from the representatives or detracts from what they are doing in dealing with the people or farmers. The point is that you should be concerned about trying to solve a disparity in income, a serious economic problem. You really are not working towards that particular end through your Extension Department.

**Mr. Chairman:** The member for Oxford.

**Mr. G. W. Innes (Oxford):** In talking about extension, I personally would like to congratulate the various agricultural representatives throughout the province. They have sort of a thankless job to do in many respects and I would like to congratulate the many agricultural representatives who have worked so hard to try and bring new knowledge to farming across the province. In many aspects the farmer has to be receptive to take some of the learning and research that has been developed for his own business. This seems to be one of the areas where the farmer seems to be a little bit reluctant to come to the department for advice. I do not agree with the member for Brantford that we should be going out and telling these people what to do. I think that they have to have a desire expressed in their own minds to come and ask how they can be helped.

What I would like to know is, how many employees the Extension Department had, say, five years ago, and how many are employed by the department now? I also would like to know how many new areas the agricultural representatives have and what new services they have provided to the farmers in the last year or so. I would also like to know what were the qualifications for the 62 new personnel that were added to the Extension Branch. We have set up a very good force of civil servants in the various agricultural offices and it seems to me that it has taken years to get the calibre of men to head these offices. How many are there in the province now?

**An hon. member:** Fifty-four representatives.

**Mr. Innes:** And to come along and have 62 men to be specialists almost in the last four or five months, it seems to me that you must have had a pretty good source of supply to have these people who are heads of



county organizations accept them as being capable to help direct them in their work. I would like to know if the Minister has any comments in respect to their qualifications and how they were selected so quickly?

**Hon. Mr. Stewart:** I would ask Ken Lantz to reply to those questions. These are figures and numbers that were asked for and we would be pleased to do that. As far as the programme is concerned we could relate to that later on.

**An hon. member:** Mr. Chairman, may I ask a question?

**Mr. J. P. Spence (Kent):** Of course Federal Farm Credit took over the junior farmers loan. I have been informed, or I have heard, that those officials in the department of—or in the junior farmers loan branch—were taken over in the different agricultural representatives' office. I wonder if we could hear if this is true?

**Hon. Mr. Stewart:** They are not in the agricultural representatives' offices of Ontario. No. The farming director of the agricultural junior farmers loan branch is now the director of our Crop Insurance Branch. He has been transferred there. As they become surplus they are moved to other branches to fill out slots, instead of hiring new staff.

**Mr. Spence:** Mr. Chairman, may I ask the Minister if all these people were absorbed in other branches or were they fired?

**Hon. Mr. Stewart:** No, no, not all of them because we are still processing junior farmer loans that were under application or for which application had been made prior to, I believe, February 13. Those loans had to be processed and the collection and activities go on. The branch also provides some services for land evaluation but all of the appraisers have been let go except three that have been retained on a part-time basis for junior farmer work and for work in the branch as well.

**Mr. K. E. Lantz (Department of Agriculture):** Mr. Chairman, Mr. Minister, gentlemen. It is a little difficult to give a direct comparison of the past five years. The fact is that in the Extension Branch there have been very few additions up until the present time in the five years. Those that have come have been several agricultural engineers and some extension assistants basically to work in 4-H club work throughout the province, so that the number of agricultural repre-

sentatives of course is the same for the 54 counties and the number of associates and assistant agricultural representatives has been relatively the same in the past five years, with some additional staff to work in areas like 4-H club work. As you know, the 4-H club work, among other things, has increased in the province and for this reason there have been some staff increases there.

The number of people in the Extension Branch, and perhaps this might add a word of clarification when you mention the 62 people, are not all exclusively in the Extension Branch. These are in advisory services in different branches. In the Extension Branch, in fact, we have about 28 agricultural engineers in addition to agricultural representatives and associates and assistants. So that of the 62—I might give you a run down here—about 30 or 32 are in the Extension Branch. Five of these would be engineers which would be assistant or associate agricultural representatives working with agricultural representatives throughout the province.

Out of the 62 there would be ten additional people in ARDA and these would be entirely rural development counsellors working in eastern and northern Ontario.

The work in the Home Economics Branch has continued to increase so that last year there were about 27,000 projects undertaken in girls' 4-H work and so in this 62 we are actually including five additional home economists.

In the Livestock Branch, with a large amount of our gross returns and net farm income in this province based on livestock and livestock products we have had only two specialists in the livestock branch and out of this 62 there are eight people added to the livestock branch.

**An hon. member:** In addition to the two?

**Mr. Lantz:** Eight in addition to the two—that is ten. These would include three men only to work throughout the entire province on dairy work—specialist work in dairy cattle. Three are designated for beef cattle work and two are intended for swine work. There is a great deal of additional demand for specialist activity and specialist assistance in dairy, beef and swine. So this is eight in addition to the—I said two—was it perhaps three we had before? Two or three?

**An hon. member:** Two, yes.

**Mr. Lantz:** Eight in addition to the two or three in the branch.



In the Soils and Crops Branch, throughout the entire province, there are seven. These would include five additional people working in field crops which include corn, soy beans, forages, and two who supplement the number of people that they have in the fruit and vegetable extension service.

This listing comprises the total addition of 62 staff for advisory work in the province.

These people then are within the branches and are directed by the branch concerned. Livestock specialists in the livestock branch. I would say too, these people are moving into counties on a workload or on an area basis. In other words, most of them cover more than one county, so that in some of our county offices the staff has increased in the county but all of the staff in this county office does not just serve that one county. Some of them will be serving surrounding counties, so that in some instances there is a considerable increase in staff. The other counties perhaps have not had an increase because they are entirely on a workload basis and it varies. Some of them will work only in one county depending on the workload.

Perhaps, too, if I might, Mr. Chairman and Mr. Minister, just say a word that the Extension Branch itself is orienting very rapidly to farm business management—to this business of credit counselling—and we have in this province taken the broad interpretation of farm business management and it is not just the financial end of it.

The decisions in regard to livestock management, feeds, feeding, disease control, all these things are part of a management programme. The same in soil. The same in crop production. And for that reason, these other staff members tend to supplement the work of the agricultural representatives who are oriented to a much greater degree to farm business management than we have ever been able to do before. This is the emphasis, and it centres around, in this respect, the Extension Branch and the agricultural representatives, with additional staff from the other branches to provide specialized services.

Now some of these men are new, obviously right out of college. They do require training, orientation and so on. But it is intended to provide our resources in the best possible manner towards a farm business management oriented programme so far as our total advisory services are concerned, in addition to the 4-H and Junior Farmer and so on. I do not know whether this answers your question.

Mr. Innes: Yes, reasonably well. Thank you very much. Do they have their own offices set up in separate areas, or do they use some of the current offices in the various areas as the workload progresses?

Mr. Lantz: The additional staff?

Mr. Innes: Yes.

Mr. Lantz: The additional staff is all part of the county extension offices. I think in all instances they have been added to the extension staff within the county. I do not know of an instance where they are not part and parcel of the same office complex.

Mr. Innes: You mentioned that they would be travelling from different areas in the province, did you not?

Mr. Lantz: Oh, they may be covering surrounding counties, but—

Mr. Innes: Oh, they make one area their headquarters.

Mr. Lantz: That is their headquarters.

Mr. Innes: Okay. Fine. Now, just a moment, if I could question you a little more on this, thank you. Now, we will take dairying, for example, or beef, for example. We do have two specialists in dairying at the moment. Is this true? Now, we have three more coming into the service. Where do they take their direction from?

Mr. Lantz: As you know, we have the one in Kemptville, one at Guelph, and we have a swine man and a beef man—these are the four. The swine man and the beef man are located at Guelph too, in our offices. All of these specialists take their direction from the livestock commissioner, from the head of the Livestock Branch, the livestock specialist. In relation to farm business management, of course, this is tuned in with the work of the agricultural representatives so far as using the total resources are concerned. The Crops Branch specialists take their direction from the Crops Branch director. There are no steps, there are no tiers or no specialists who are directing other specialists, and so on.

Mr. Innes: No specialists directing specialists. Well, that is what I am getting at.

Mr. Makarchuk: I am glad to hear from one of the Minister's deputies that the winds of change are blowing through the department. I thought from the Minister's attitude earlier that he was totally opposed against—

**Mr. Chairman:** The hon. member for Glengarry, Mr. Villeneuve, was next in line to speak.

**Mr. O. F. Villeneuve (Glengarry):** Well, Mr. Chairman—

**An hon. member:** Is it on the same point?

**An hon. member:** Are you on the same point?

**Mr. Chairman:** Well, he was wanting to speak some time ago.

**Mr. Villeneuve:** Mr. Chairman, Mr. Minister, and gentlemen. I want to congratulate the Minister for the extension service which he has certainly rendered in eastern Ontario.

Now my friend uses statistics to show that perhaps we are not too prosperous. But let me say that we have a lot of marginal land and that it does not matter what guidance you may give or anything else, you cannot make miracles. There is a lot of that land that is in eastern Ontario. Let us face the fact that it is marginal land at its best and it is just not profitable to try to operate on a farm like that, no matter how expert the advice or guidance they get.

But the people that are on good land, and are taking advantage of this guidance, let me tell you, are good farmers, and they are getting along real well. I spoke to a man just Saturday, and he showed me his mill feed bill from the local feed mill in 1967 where he spent \$6,300. Because he has gone into corn, his bill is cut down to \$1,500. Now that is not all profit, but it is the difference between a successful operator and a man that can make it go, and a fellow that cannot make it go. And there are hundreds that are in the same category.

Let me tell you that 80 per cent of the farmers in my area have never gone beyond elementary school, between 40 and 60 years of age. Now where do you train these people? They know something about agriculture. They have been raised there, but conditions have changed, and it is by going to school and getting advice and guidance. These fellows that want to work, look after their business on the farm and stay out of the beer parlour, are making a success of it. Now they are not becoming millionaires, but they have family life, they are satisfied with their lot, and after all, in many respects, there is much more happiness there than there is with many of the people that have more of the material things of life.

And I say statistics do not always give the proper answer.

**Mr. Makarchuk:** I am glad to hear that the gentleman is convinced that statistics do not give the proper answer. What we are arguing here is the principle. I agree that you cannot make miracles out of certain situations. But the obvious facts are that you have people living in poverty in those areas, and the fact is that you are not doing anything about it. This is the point. This is the concern. And this is what we are arguing about. And as a result, these people that 40 years ago were not able to go to school, in many cases the children of these same parents will be unable to go to school, and you will continue—

Interjections by hon. members.

**Mr. Makarchuk:** You will continue—

Interjections by hon. members.

**Mr. Makarchuk:** —the same particular problem. And this is what the concern is all about here. It is to try and change these conditions, and there is no point to help perpetuate them. Well, you are not going to change them by just sitting back and saying, "I know a farmer" because I can also come up with a story that I know a farmer as well.

Now I would like to get back to the education of rural youth, and in this again, we are going to the good book. It is a very good book. I should like to point out to the Minister that the GFO did not reject the book. It rejected the Minister. But anyway, dealing with rural education, and this is what it says in the book again. It says:

A serious problem in agriculture is that there are too many farmers, and many are farming for the wrong reasons. Many young rural people begin farming with no clear understanding of farm problems, or of the many opportunities to make a better living in some other occupation. Young people who enter farming without this understanding are often fully committed to farming before they realize that they have little chance of success and could have made a much better living elsewhere. No farm management programme can solve this problem. If the young people are to make the decision to farm on a sound basis, they must be provided with necessary information and guidance. There is no co-ordinated or effective guidance programme to accomplish this objective.



Now this is dealing with the province of Ontario.

Now this again, let me continue on this on the second page here. This is dealing with 4-H clubs and they point out first that, to a great extent, and I am sure everybody here will agree, that 4-H activities influence the young people as to the way they go. And it says:

These programmes have many positive effects in developing responsibility and leadership which is commendable. Through group participation the 4-H clubs help people to acquire knowledge and skills in the technical aspects of farming. However, it is this function which causes a misdirection of some young farm people at a time when there are still too many young people with good alternatives being trapped in farming. The 4-H and junior farm organizations are making too little effort to point out the disadvantages of farming as an occupation. In fact, they may encourage young people to consider farming as an occupation when they would not otherwise do so by promoting their interest in more glamorous aspects without pointing out the economic problems.

If these programmes are to serve the needs of rural communities effectively, they must be broadened and re-directed to point out all the opportunities available to young farm people, and encourage entry into other occupations for those who would not likely succeed as farmers.

I think this is worth taking into account by the department, and I just wanted to know again, after I have finished, what you are doing.

And also the Minister said that they have carried out all the Challenge of Abundance recommendations, with the exceptions of the ones that the farmers rejected. One of the recommendations in here says: "The committee recommends the formation of rural youth councils to recommend policy and to co-ordinate activities of all the rural youth programmes."

Would the Minister indicate what you have done. In other words, have your councils been formed, who are the people and where are their offices?

**Hon. W. A. Stewart** (Minister of Agriculture and Food): I talked about the departmental responsibilities that refer to the government suggestion to implement rural youth councils. Let me say this. There is a 4-H club programme in Ontario and in my

humble opinion it has done more to develop rural youth than any other youth programmes we have in Ontario today, whether it is the urban or rural.

Some hon. members: Hear, hear.

**Mr. Makarchuk:** You have not got any other programme.

**Hon. Mr. Stewart:** Do I interpret that to mean that the New Democratic Party would wipe out 4-H club activities in this province?

**Mr. Makarchuk:** Shame.

**Hon. Mr. Stewart:** And if that is what he suggests let me tell you right now that that is not the position of The Department of Agriculture and Food in this province.

**Mr. L. C. Henderson** (Lambton): That is for sure.

**Mr. Makarchuk:** Mr. Chairman, that is a lot of nonsense and the Minister is trying to put words into my mouth. I said where the programme is carrying out its objective—where it is training its people—it is very commendable. I said this and I trust *Hansard* will carry it. But what I am trying to point out to the Minister—

Interjection by an hon. member.

**Mr. Makarchuk:** You should read this book too. I trust you can read. You have read it, yes?

Interjection by an hon. member.

**Mr. Makarchuk:** Well you know this section then very well. But it points out in this book—and it was not written by the gentleman across there, I am sure—it does point out that certain aspects of the 4-H programme, the Junior Farm Programme, are inadequate and they should be changed. This is all I am concerned about here. Is the Minister or his department going in this direction? Are you changing these programmes? Are you making them adequate in order to fit into the concepts as brought out in this book?

**Hon. Mr. Stewart:** That is an opinion expressed in that book. It does not necessarily—

**Mr. Makarchuk:** Well did the Minister disagree with this then?

**Hon. Mr. Stewart:** I would say that the 4-H club programme is doing a very commendable job in this province. We are not going to throw the baby out with the bath



water by any means. The 4-H programme, the Agricultural Clubs and the Home Economics Clubs programmes have all been updated and they are under constant review as to how they can best serve the young people of the day. As far as we are concerned, the 8,900 young boys and girls in the province that belong to 4-H Agricultural Clubs, at an average of about 14 years of age, are getting the opportunity to learn to participate in programmes, regardless of whether they farm or whether they do not. We have said many times that not all of those 4-H members will ever farm.

They will be the better for the training that they have been able to get in 4-H club activities, and I would say as well that these 4-H club programmes would not be possible in Ontario without parents that are interested in the development of young people and who see that the young people participate in these programmes and carry on.

What is more important, these programmes would not be possible at all if it were not for the fact that thousands of people give voluntarily of their time as 4-H club leaders. These are dedicated citizens of Ontario. It is not all fun for them to go out night after night, day after day, to help young people help themselves, but that is their purpose and that is their contribution. It would seem to me that this programme is a very useful and very valuable programme. We will continue to update it, we will continue to make it effective and we will continue to try to evolve a programme that meets the needs and demands of the people it is intended to serve.

**Mr. Makarchuk:** Mr. Minister. On the same point—that is all I was interested in—you said you were going to update them, and obviously the book says they are out of date and they are not providing the service. You should have said that in the first place and we would have been very happy with the situation.

**Mr. W. Hodgson (York North):** Mr. Chairman, one of my questions I was going to ask a minute ago has already been answered in the last statement. He said there are 89,000 boys and girls in this province—

**Hon. Mr. Stewart:** —8,900—

**Mr. Hodgson:** —8,900 taking part in agricultural clubs. And the girls in 4-H club work?

**Hon. Mr. Stewart:** About 15,000.

**Mr. Hodgson:** About 15,000 in total. Now I wanted to question—the hon. member for Oxford was not completely answered—what qualifications have these new extension branch servicemen? What are their qualifications? What are the basic qualifications for that? I know they can not be all OAC graduates. There must be some practical farmers, or farmers who have made a success in the—what are their qualifications?

**Hon. Mr. Stewart:** Mr. Lantz, would you answer that.

**Mr. Lantz:** The men that have been taken on in the advisory services are in a large part, as far as the Extension Branch is concerned—not in other such as ARDA—graduates of an agriculture college in livestock, in crops and in the practical options of university. They do come basically in the role of assistant and associate agricultural representatives. They come oriented and acclimatized to their work and get experience. In the majority of cases we employ new people who then have to gain experience and we put them through additional training programmes in farm business management that we call in-service training to bring them along.

**Mr. Hodgson:** I would like to also take exception to the remark of the hon. member for Brantford who said the children of low income farmers have not got an opportunity for education in the province of Ontario.

I take exception to this extent in that there has been no time in the province of Ontario or anywhere else in Canada where the low income family child has not had an opportunity for education today in any field that he wishes. One of the most advanced programmes the Minister of Education is putting forward now is forming the county school areas where everybody has a—you do not need to smile about this Mr. Makarchuk—

**Mr. R. F. Ruston (Essex-Kent):** He does not know the difference.

**Mr. Hodgson:** I mean a smile from his face does not mean a hell of a—excuse me—lot anyway because I have seen the smile before when he does not know what he is talking about. But there has never been a time in the history of this province or any other province where the rural child has had a better opportunity of gaining an education than they have today. If you can point out one province or one county where the rural child has a better opportunity, sir, it has all

come about in this last move by The Department of Education where they have joined, made regions out of counties and made larger regions to give equal opportunity to our boys and girls.

Pardon, did you say something Mr. Ruston?

Mr. Ruston: Just made a comment.

Mr. Hodgson: Well what was it?

Mr. Ruston: I did not stand up.

Mr. Hodgson: Well what was it? What did you say?

Mr. Ruston: If you did not get it, it does not matter. I did not stand up.

Mr. Hodgson: It must not have been much or you would be willing to repeat it.

Mr. Ruston: Oh! I had my say.

Mr. Hodgson: But I am saying this: Anybody that will get up and say that the rural child has not equal opportunity with their city cousin does not know what he is talking about.

Mr. Ruston: Mr. Chairman. I think that if we are going to conduct these estimates in a way that I understood they were going to be conducted—and one reason why I voted yesterday against a couple of my fellow members was that we would not have smoking in here—is that we were supposed to conduct it in a similar way to the Legislature. This is not being conducted this way and I protest this very strongly. If someone wants to call me something, they should call me by my riding under the procedures as is supposed to be followed in the House and not by my name. Unless the Chairman carries this out properly, I think we are going to have to look into another system. It is not proper.

Mr. Chairman: We are quite willing to receive a request, but you must admit that we do not have a proper seating plan, which makes a difference. We will endeavour to get copies of the list because, as I say, I know some of the ridings but not all of them. I might say the hon. member for Huron-Bruce has indicated his desire to speak.

Mr. M. Gaunt (Huron-Bruce): Mr. Chairman. I want to make a few comments about the 4-H and Junior Farmers programme. Reference was made to the report and I have read that part of it with a great deal of interest because I am a product of the 4-H programme. Some might argue not a very good one but nonetheless a product. I value

very highly my experiences during my 4-H years. It is wonderful training and I commend it to any young person in the province of Ontario. Having said that I realize that since I have been in 4-H times have changed somewhat.

I think the report really does not criticize the 4-H programme if I understand it correctly. It just simply says that there perhaps should be an emphasis on the 4-H programme to make sure that those people who want to get out of agriculture can also have something to go to and realize that agriculture is not the only field in which they may eventually settle. Of 8,900 that are enrolled in the straight agricultural programmes or were enrolled this past 4-H year, I would guess perhaps ten per cent of those people would eventually end up on the farm. Perhaps that is not an accurate estimate but I would not think it would be much higher. So what we are saying is that the 4-H programme should be a—how should I term it—should not be an agricultural glamorization course, whereby agriculture is made to appear perhaps more glamorous than it ought.

Frankly, I think the values in the 4-H programme are fairly wide. For instance, one gets good training in public speaking and in expressing oneself. The competitions at the various levels are good; you meet people, there is a social element to the whole programme and I feel that it is certainly good. It perhaps could be broadened to educate to a greater extent those young people who go into the 4-H programme but really do not intend to make farming their ultimate occupation. I would also like to see greater emphasis on non-rural people getting into 4-H work and Junior Farmer work.

I think there is a very valuable social relationship that could certainly bear fruit because I think that one of our problems is in farming. The people in the urban areas—and I am not just talking about the cities but as well about smaller towns—do not understand the problems of agriculture and the problems which confront farmers today. I think it is an excellent idea to have young people, from the smaller urban areas particularly, encouraged to join the 4-H programmes.

This is perhaps along the same lines as the farm vacations that are taking place now, I believe, under the auspices of The Department of Tourism and Information. I think this is a very good thing and we have to do this to a greater extent in the future.

The other thing that comes to mind in relation to the Extension Branch is the fact



that not only do we need to place a great deal of emphasis on the education—I am speaking outside of the school setting now when I talk about education—not only do we need to deal in education as far as young people are concerned but I think the people who are already on the farm and who are already well established farmers should also be subjected—if you like to put it that way—to certain programmes and information courses which could be available from time to time.

I notice the farm income report makes mention of a rural human resources council. I think this would, as I understand it, be designed to co-ordinate and evaluate all of the educational programmes as they relate to farmers and to rural adult people. This, I presume, would also include vocational training for farmers and I am wondering if the Minister has given any thought to this matter, or if he feels the job can be done under the auspices of an already existing branch of the department? In other words what are your feelings about that matter?

The other thing that I wanted to touch on relates to the broad picture of the farm business management to which Mr. Lantz made reference. It seems to me there should be fairly large amounts of money set aside for the assistance and expansion of farm bookkeeping and analysis systems. These are management tools and I think they should be encouraged. I believe there was some course given in co-operation with the Federation of Agriculture, a joint programme, I believe, with the University of Guelph, whereby people in the federation could submit their income tax forms. Perhaps it was even wider than that, I am not sure. This service initially was done free of charge and then of a sudden there was a charge in the neighbourhood of, I believe, \$123. At that point I gather the federation indicated that a lot of their members were not prepared to pay this amount. The federation, as I understand it, was given to understand that this service was going to be free of charge, and there was not any limit on the use to which the federation could make of this programme. All of a sudden it was very limited and the cost went up over \$100. I am just wondering if this programme was really a serious attempt on the part of the government or the university to provide a management service to farmers.

**Hon. Mr. Stewart:** First of all let me say the farm accounting service and the Ontario

Federation of Agriculture agree that this is truly on an experimental trial basis and they were so advised at the time that we entered into that agreement. It was simply to get enough farmers in to try and iron out the kinks and difficulties in the programme that the programme was expanded to take in a certain number of farmers. We were not able to get the full complement. We added a few on ourselves. We did make the programme work. It was cut off at that stage after a year or two of trial and error—to see if we could get it into proper operation. As far as your Rural Youth Council is concerned, it appears to be a suggestion that has a good deal of merit. I think you can develop organizations to replace organizations or you can develop organizations to add to organizations. This is a government decision. It is not entirely a Department of Agriculture and Food decision and I would say that it is something that as time goes on may evolve. At the moment we have no intention of implementing it at the present time nor of expanding the 4-H club service to non-rural use. This is simply because of budgetary limitation. It is an extremely expensive programme and we just do not have the finances to expand it beyond what we have today. Once you get into the urban community—and much as this would be an advantage for those young people—it becomes an extremely expensive programme.

**Mr. J. Root (Wellington-Dufferin):** Mr. Chairman, I am not sure whether you—

**An hon. member:** What part of the extension programme—

**Mr. Root:** I do want to say that in my own area we have many rural fairs and you can see the effect of the 4-H programme on the exhibits from all branches of agriculture that the young farmers are bringing to our fairs. The programme is making a tremendous contribution, plus the fact that the parents give a lot of time and direction and provide transportation. The point that I wanted to bring up is this item of \$212,000 in northern Ontario for an extension of that area. I am not sure whether you want me to go into that—under the Extension vote—but I have been greatly interested in the possibility of a cow-calf operation in northern Ontario ever since the first time I went to Moosonee and rubbed out clover seeds fully matured in September on the side of the road at Moosonee. I see you have quite a programme. I wonder if you could tell us just some of the policies you have to develop



agriculture in that part of the province? I think there is a great need. In the southern part of the province for a supply of feeder cattle or calves, we have gone into corn production, high energy food, and we are having great difficulty in securing the feeder calves. We are trying to sell finished cattle at 30 cents a pound and buy feeders at 40 and 42 cents. I think there is a great opportunity for people in the north to go into a cow-calf operation. The north, as far as I have seen, has a great potential to grow grass. I wonder if we could have some explanation of what is involved in this \$212,000?

**Hon. Mr. Stewart:** That \$212,000 is for the agricultural committee in the various districts of the north. There was a time when we had designated grants for specific purposes in the north. We changed that strait-jacket approach and let the agricultural committees in each district determine how this money should be spent. Several ideas, or at least, several methods of using the money are outlined there so that the money is spent at the wish of the local people, and that is where the \$212,000 goes. Now, with regard to the cow-calf operations that you mention, we are certainly interested in this. There has been some progress made through ARDA, and when we come to the ARDA vote, I think we could deal with it perhaps a little better at that time.

Interjections by hon. members.

**Mr. Root:** Is there any? I have noticed—and I travel quite a bit in connection with Water Resources—good Hereford herds in some areas. Is there a programme to improve the bulls or the—

**Hon. Mr. Stewart:** Yes, they are a grandson of the Livestock Branch. When we come down to that, it will fall into place there.

**Mr. Root:** In other words, this \$212,000 is not all we are giving to the north, that is just—

**Hon. Mr. Stewart:** Oh my word, no. That is just for local projects—local projects of the agricultural committees, such as, well, breaking land or making use of it for fencing, or fertilizer, or whatever they decide that they want in that area. They can use it for those purposes.

**Mr. Chairman:** The hon. member for Yorkview.

**Mr. F. Young (Yorkview):** I wanted to ask a question or two about the farm safety

programme if that is in order at the moment. I think all of us, at least a great many of us, were aware of the event which happened the early part of this year when the Canadian government committee, the Royal Commission on Farm Machinery, released a report from Graham F. Donaldson, one of their farm economists working for that commission. They were so concerned over an item which he elaborated upon that they felt this should be released ahead of time so that discussion could take place and certain action ensue. That is, the feeling on that commission was, that something more should be done soon in the whole realm of farm safety in relation to machinery.

The fact is that today we are killing about 125 Canadian farm people per year around tractors and speed machinery of various kinds. That means over the last decade that 1,200 farm people have been killed—about a third of them children. Now the concern which Dr. Graham Donaldson expressed was that much of the machinery is not as safe as it ought to be, and that much could be done both in the realm of making that machinery, and the realm of training people in safer handling of the equipment.

At the time his paper was released, it was published in most of the farm papers and in the rural press. I have here copies of a couple of them. This one particularly—the *Watchman-Warder* from Lindsay, dated January 3, points out certain things that Mr. Donaldson says—I am not sure if he is a Dr. Donaldson or—I think Graham Donaldson is his name. He says that despite this alarming trend in the death rate and also a high accident rate—because, he pointed out, there is no knowing, there are just no records kept, of the number of accidents, minor and serious, that also occur, as well as the deaths—despite this, little or nothing is being done by the manufacturers, provincial government or safety councils to make farm machinery less dangerous, or to make farmers more aware of the inherent injury and health risk in using the ever more powerful equipment.

Although even safety frames, that is roll bars, on tractors alone, he says, could save 60 to 70 lives a year, such frames are still not offered by manufacturers as standard equipment. He says tractor overturns cause about 40 per cent of all farm machine deaths and tractors with the highest speeds account for the largest proportion of the overturns. I suppose that is a logical thing. And yet, he says, manufacturers have steadily increased the speed of tractors without any attention to changes that might increase the stability of

tractors at this increased speed to counter the increased risk. Some manufacturers, he says, now offer tractor cabs as optional extras, but many of these are light structures that can crush under an overturned tractor and prevent the driver from jumping clear.

And he points out that certain standards are needed. He says standards are needed for farm machinery. These standards as applied to tractors, should call for safety frames or safety cabs. He points out that very few tractors are equipped with passenger seats, and says they should be because so many children sometimes ride there. Safety hand grips should be provided. Single brake pedals for stopping should be installed in addition to the two pedals now used to facilitate turning. Noise and speed limits, guards and shields on moving parts, especially power take-off, and improved driving lights, are needed. And he points out that the clutch pedal on tractors is often heavily sprung, presumably to suggest sturdy construction. The result is that it is difficult to de-clutch if the operator is smaller or weaker than the norm used in the design. And of course this is one of the problems where children drive tractors, and they just cannot handle the heavy construction. This accident hazard, he said, could be modified for little more than the cost of the decision to do something. And I am not going into much more—that is outlined here—but one of the things he says is it seems incomprehensible that no tractor sold in Canada is equipped with a passenger seat. That I mentioned before. But one tractor fatality in 10 involves the passenger.

Now I quite realize, Mr. Chairman, that this matter of construction of farm vehicles should be a responsibility of the federal government, as they seem to be taking it over for motor cars, because of the manufacture across the country, and the standardization that takes place. But I do think that provincially we could be pushing for that kind of standardization and the increased safety construction of some of these vehicles.

We could, I think, cut down by a more intensive educational campaign. I do not suppose we can ever protect people from misjudgment. People do insist on driving carelessly in certain places with certain grades, then the tractor overturns. They take their chances on jumping clear or being crushed. At the same time, when accidents do happen, certain things, like the roll-over bars and others, could prevent serious accident and death very often.

I just wondered if the Minister could inform us just what is taking place in the expenditure of this \$20,000 in the whole field of safety in the farm field.

Hon. Mr. Stewart: Well, Mr. Chairman, there is a very active farm safety programme going on in the province of Ontario today. It is being directed through the Ontario Farm Machinery Advisory Board and the Ontario Farm Safety Programme and the Ontario Farm Safety Council.

Now the executive and the directors of the council hold regular meetings but this is really to plan programmes that are carried on throughout the entire province of Ontario. For instance, last year there were 350 films that were available and they showed these films to something like 16,000 people. They carried out safety demonstrations at the last international plowing match and at the one last year you could see the roll bars to which Graham Donaldson referred in action. In that they retracted up on end and over on one side and the roll bars indicated how much protection was afforded to the driver of the tractor.

Roll bars are now optional equipment to all farm tractors. It is up to the farmer to buy them if he wishes to. It is his prerogative. Safety belts are available. It is his prerogative to buy them. When one says that it becomes mandatory, then the cost of roll bars—I believe on the tractors we bought last year in which roll bars were included—I think was around \$207. Now if you want to add this on to the mandatory requirements, fine and dandy. But these are the things that are now available.

Through the efforts of the Farm Safety Council, there has been tremendous progress made in modernizing and adapting the farm machinery companies' safety shields on power take-off. Not all farmers use them. I do not know why. But I suppose people get in a hurry and they forget to use these things that are meant for their home and their family and friends' protection and certainly their employees' protection.

And this brings me to perhaps the most important point of the Farm Safety Council's objectives and that is to work with the Ontario Workmen's Compensation Board in promoting farm safety. There is an active programme going on between both of them to which the Workmen's Compensation Board is contributing a certain amount of money to promote farm safety to reduce accidents. It is now mandatory for all farm help to be



covered by Workmen's Compensation, and quite rightly so. It is optional for the farmer and his family to belong to the Workmen's Compensation as well. So that the less accidents the less demand on the fund and the more surety there is in that the tax or the levy for planned safety will not—I should say for farm accidents—will not increase the compensation board levy.

Over and beyond all that there is the human responsibility that we all share and to which my hon. friend certainly referred to in his remarks. I thought they were fair, and I thought they were straightforward and certainly they are the kind of remarks that all of us as farm people and all of us as members—regardless of what side of the House we sit on—should be promoting in every area of our province. Too often we see illustrations and instances of the most tragic results of farm accidents; and yet they continue. What more we can do about it I do not know.

There is an excellent report here of the Farm Safety Council's activities throughout the province. I know the people that are involved. I know Oscar Schneider very well. He is from Wellington county and very highly regarded as a citizen in this province. He is dedicated to farm safety, heading up the PR programme that they are putting across this province. I would say that they are doing their very best. But one cannot help but be impressed with the unfortunate lack of enthusiasm at farm level of the safety programme. I cannot put my finger on it, as a farmer and as your Minister. I do not know whether you people can or not but it is there. I do not know what one does about it. It is there and it is most disturbing. I can get quite excited about this thing. I believe that it is one of the most important programmes that our department can become involved in. Certainly our agricultural representatives throughout the province have been concentrating on this—working with the local county Farm Safety Council, working with the junior farm organizations and the farm safety programmes, working with the 4-H club members and generally pushing this idea. One is never in such a hurry to accomplish a job that it should not be done safely. If we can follow that motto in the agricultural community, I think surely that we will be able to reduce the tragic farm accidents. I would appreciate your comments.

**Mr. Young:** Mr. Chairman. One further thing. I would like to ask the Minister if there is any real discussion at the Ministerial

level across the country to bring pressure to bear on the manufacturing end of the industry to construct vehicles that will minimize the human factor in accidents. I think that the pressure has got to be brought to bear. As the Minister pointed out, perhaps it will raise costs to some extent. Roll bars will cost money and it may be that the average farmer on very level ground in some of the counties in Ontario will not need them particularly. I do not know. But there are always situations—even on that kind of a farm—where there is danger. I was just wondering whether or not there is any real pressure at that level on the industry across the country to step up its design.

**Hon. Mr. Stewart:** I would say that the Farm Safety Advisory Board that we have in Ontario has had numerous conversations and discussions with manufacturers. I think that as a result of those discussions we can point to several safety features that have been incorporated in new machinery that has been brought out. I would point out, however, that there were one or two matters that you referred to in Graham Donaldson's report that have raised a few eyebrows in the farming community and that is the reference to a passenger seat on a tractor. I think any of us who know anything about tractor operations on the farm would be the first to admit and the first to say that there should be no passengers riding on a tractor. When one suggests there should be a passenger seat on a tractor one has to ask why. What would be the purpose? These are the things that I am concerned about.

The other point that I noticed in the remarks that you made had to do with the one-brake pedal. Anyone who knows anything about operating a tractor in the practical sense of the word knows that there has to be a brake for each individual wheel.

**Some hon. members:** His statement was in addition to.

**Hon. Mr. Stewart:** —in addition to. Here you see, if he had gone one step further and said that in all these tractors there is a lock that locks the two-brake pedals together and all you need is to lock those two together and you have one brake when you are travelling on the road at high speed—low gear as we call them. I wonder why he would suggest to the manufacturers to put another gadget on the tractor, a single brake? How do you determine when you stop using one set of brakes and use another? Right now you can do that. I am not saying he is



wrong, but I am saying the farmers can do the very thing he suggests now if they really want to. Just flip that little button over and you have the two locked together.

**Mr. Chairman:** The member for Algoma (Mr. B. Gilbertson).

**Mr. B. Gilbertson (Algoma):** Mr. Chairman, Mr. Minister. I think it is only appropriate that the hon. member for Algoma report for the farmers of Algoma. Some observations that I have made as I have been going about my riding like a member should, of course, to look after the affairs of the people of his riding. There are quite a few farmers as we all know who have phased out over the years—just more or less petered out. The ones that are operating now are operating on a larger scale. Where one farmer used to make a living on 100 acres of land up in Algoma 30 years ago, today you have a farmer who has 500 acres of land. I must say it gives you a sort of wrong impression when you go up to Algoma when you see the buildings on these old places. There is actually nobody living on them. Maybe the farmer about four farms away owns these farms. You can see the barns and the rusty galvanized roofs. Where the farmer himself is operating the farm—he is probably a beef producer—their buildings look very nice. Every farmer whom I have had anything to do with at all, seems to be making a good living—they are working hard, mind you, seven days a week. When you have dairy cattle, you know you have to work seven days a week. After a while you get well enough off that a hired man can look after it while you and your wife go on a vacation. Very well. I would also like to say, in regard to our agricultural representative in Algoma, he is doing a very fine job. He is busy. He does not sit there like the hon. member for Brantford said, as a useless sort of a person sits in the office here in an easy chair. Well I have seen our agricultural representative and he is really busy.

**Mr. Makarchuk:** I did not make that statement. What I said was that a man who sits in his office is a useless kind of person, and I was suggesting that the member for Algoma has not been listening—he has been observing.

**Mr. Gilbertson:** All right, perhaps those were not exactly the words, but I took that he insinuated that they certainly were not too active.

**An hon. member:** That is exactly what he said.

**Mr. Gilbertson:** I have something else. Now we are under extension here. I see that this is—I believe that what I am going to bring up comes under this—this is pertaining to the maple syrup industry in Algoma. Now why did I—

Interjections by hon. members.

**Mr. Gilbertson:** This would not be the proper time to bring that up?

**Hon. Mr. Stewart:** If you would not mind.

**Mr. Gilbertson:** Fine. So I think then that—

Interjections by hon. members.

**Mr. Gilbertson:** I would just like to say that, again, there was also something mentioned about education for young people in the rural areas. Now I would just like to boast—in my particular home municipality, I know one farmer who is not even a milk shipper, he is just sort of a mixed crop farmer—he has a little bit of everything—a very mediocre farmer. He has three sons and a daughter. The three sons are university graduates. The daughter—she is married of course—but she also received an education and was a very efficient secretary. Now I think that is not too bad, for a rural area. I would say, 30 years ago, that it would be just impossible for a farmer to raise a family like that. If they got grade 8 and maybe a couple of years in high school, that was about it. But I can name several, right in the municipality that I come from, who have got a university education—and they are from the farm. So I think that speaks well both for farming and our educational system.

Interjections by hon. members.

**Mr. Chairman:** The vote on Extension.

**Mr. Gaunt:** Mr. Chairman, I am not sure whether this would fall under Extension or whether it would more properly come under the livestock branch, but I am sparked by the comment made by my friend from Wellington-Dufferin in relation to the cow-calf operation and the impact that the situation out west is going to eventually have on the operator here in the east. I have talked to two—what I would consider fairly large operators in the last month—and they are very concerned with the fact that they have no assurance as to whether they can have a continuous supply of—

**Mr. Chairman:** I would point out that the member is out of order because the hon.

member for Wellington-Dufferin brought it in in connection with northern Ontario, and that is a part of the vote. I believe you are speaking generally—

**Mr. Gaunt:** Yes, well I am coming to northern Ontario, Mr. Chairman if—

Interjections by hon. members.

**Mr. Gaunt:** Do you want me to start off with northern Ontario?

Interjections by hon. members.

**Mr. Gaunt:** Really I am soliciting an opinion from the Minister on this point. Out west they have a lot of grain. The only way they can get rid of it is to feed it through their cattle and poultry and so on and ship it down here into our markets because this is where the market is. If, in fact, that feeder calf supply dries up, insofar as our farmers are concerned, where are beef farmers going to get those replacements?

Now I pose the question—and this is where I come to northern Ontario, Mr. Chairman—is northern Ontario going to be the area in the future whereby the farmers, the beef farmers in this part of the province, can get their replacement cattle? Is this the area that is going to have to replace western Canada insofar as the cow-calf operator is concerned? I am very interested in all aspects of this, not only the cow-calf but the supporting features of that type of enterprise, such as alfalfa growing and so on. I know my friend from Oxford raised this point, I believe last year, and the deputy very kindly handed over a report with the results of a study that was done in this regard. I am simply soliciting from the Minister an opinion in this regard, because I think it does give a great deal of concern to our beef men in the province of Ontario, particularly our biggest operators, who have no facilities to operate a cow-calf operation.

**Hon. Mr. Stewart:** Mr. Chairman, I would like to get into this discussion. Mr. Root introduced it a moment or two ago, I think when you were out, Mr. Gaunt. But I think we suggested it might more profitably be dealt with either under ARDA or Livestock. Now I think it could very well be dealt with under Livestock because we have "livestock grants and subsidies re livestock programmes —\$220,000." Mr. Chairman, if I could suggest that we could carry the extension branch vote, we will deal with home economics then get into livestock and I would like to debate

these other points, I really would. They are good points.

**Mr. Chairman:** Carried. Home Economics.

**Mr. Gaunt:** Mr. Chairman, I have some comments here on home economics that—

**An hon. member:** —ladies . . . he is a ladies' man—

**Mr. Gaunt:** —that I would like to make.

Interjection by an hon. member.

**Mr. Gaunt:** You did not know I had any association with home economics? Well, I did not have very much, but—

**An hon. member:** How much have you had?

**Mr. Gaunt:** How much have I had of home economics? Well, I certainly took a great deal of interest in home economics. I was not really involved in the programme, but I certainly was interested in those who were. May I indicate to you, Mr. Chairman, the point that I am going to attempt to make, and then, hopefully, I will be allowed to go back and make it—I want to question the branch whether or not they do put out any releases insofar as the costs of food are concerned—insofar as the various optional items that one may purchase, having regard for nutrition and so on. I notice that in the United States, for instance, \$89.5 billion is spent on foods originating on the farm. Only \$28.9 billion goes to the farmers—in other words 41 cents of every food dollar we spend eventually ends up back at the farm. I think that is a good fact for the home economics department to promote and to advertise. I think also, for instance, that for every dollar we spend on milk, the farmer gets 50 cents; of every dollar we spend on bread, the farmer gets 14 cents; for every dollar on oranges, he gets 22 cents; onions 27 cents, potatoes 33 cents, cornflakes 9 cents, frozen peas 17 cents, and so on.

This is the type of thing that I would like to see the home economics branch promote in its courses and in its brochures and in its pamphlets. I think this is something that would receive wide circulation, not only dealing with the people who actually are involved in the home economics programme as such, but for general distribution to consumer groups and so on. I read in the press every once in a while the fact that the farmer is getting the lion's share of the food dollar. These people who say that of course are not very well informed, but nonetheless it does appear from time to time. I was interested to



note that these figures pertain to the United States but I am sure they also apply fairly accurately to Canada and to Ontario. I note, for instance, in regard to transportation, labour and so on, these figures indicate just who is getting the money. Some claim the retailers, some claim the farmers, some claim the middle-man, but this gives a breakdown of the cost. It shows which of the middlemen get the biggest percentage of the food dollar. For instance, the labourer gets 53 per cent, transporter 15 per cent, corporations after tax profits 71 per cent, depreciation 57 per cent, business taxes 92 per cent, advertising 67 per cent, rent 55 per cent, interest 150 per cent, repairs and bad debts 71 per cent, and others, including packaging 22 per cent. Now those are the percentage rises since 1957-1959.

**Mr. R. K. McNeil (Elgin):** Mr. Gaunt, could I ask you what report you are quoting?

**Mr. Gaunt:** Well, this is in an article which was written by a Miss Sylvia Porter and printed in the *Detroit Free Press*. This was a study. She apparently did a fairly comprehensive study on this. Apparently this was of great interest to her and—

**Hon. Mr. Stewart:** She did it as a thesis for her Ph.D., was it not in nutrition?

Interjection by an hon. member.

**Mr. Gaunt:** No, this was a percentage rise. Those percentages that I read indicate the percentage rise since 1959 in each of those areas as far as the middlemen were concerned. It indicates just who is getting the lion's share of farming. The only purpose that I have in relating those, although I think they are very interesting, is that I think the branch could certainly make use of that type of information. I know they make use of some information. Is it Miss Ruth Moyle, the home economist, who carries broadcasts from time to time on the various radio stations, or at least she did? I think this is the type of thing that she could very well deal with and promote.

When we come to the food costs, I think another very vital area is that one can spend \$50 in going through a chain store and shopping while another more discreet shopper can get the same food, from a nutrition point of view, and only spend half that amount or even \$20.00. I underscore this with an article—which appeared in the *Telegram* on June 12 of this year. The writer decided to do some comparative shopping.

She engaged the help of a nutritionist and went about her assignment. May I add that it ended up very successfully, as far as I am concerned. You may recall that this was the period when everyone was talking about the high beef prices. So she went out, and the first day the total for her food bill for a family of six was \$4.70. I will run over briefly what that involved. Breakfast: orange juice, one half of a 48 ounce tin—19½ cents; cooked oatmeal with brown sugar—18 cents; toast and jam—22 cents; boiled eggs for two adults 10 cents; coffee and milk. Lunch: vegetable soup—12 cents; chicken noodle soup—51 cents; chopped egg sandwiches—25 cents; tea, milk. Dinner: meat balls baked in tomato sauce—\$1.69, lettuce and cucumber salad with garlic croutons—30 cents; fresh green beans—29 cents; bananas, milk and custard—13 cents; coffee and milk. Now it continues and she has a meal and a listing for every day. For the first day, \$4.70 was the total cost. The next day was \$3.96½. The next day was \$3.57—\$4.92. The total cost for seven days was \$28.48. Breaking this down it comes to \$4.74 per person, or about 70 cents per day.

Interjections by hon. members.

**Mr. Gaunt:** These facts, I think, are very pertinent, particularly in view of the experiences we had this past summer with meat prices and the fact that we had those chain store operators—particularly one who took it upon himself to advocate a boycott of beef. There were others as well. I think these facts, and the fact that if a consumer does shop discreetly and does use good judgment—these food costs that seem to be so much of a problem. Now I come to another article which appeared in *Weekend Magazine* not too many weeks ago. It ends up by listing nine things to do in order to save money in the supermarket. These were written by a freelance writer who had no association with the home economics branch, to my knowledge at any rate. The other one, Sylvia Porter, as I have indicated, is in the United States, and I think she was doing part of a research project. But the point is that I think a lot of these facts and figures should be promoted by the branch. How to determine the best means and the best vehicle through which you do that, is up to you. You are more competent in that area than I. I simply say that these are things that every person—every consumer and every shopper—should be aware of. The home economics branch could perform a very great service, not only to the consumers, but possibly to the farmers.



An hon. member: Hear, hear.

Hon. Mr. Stewart: Mr. Chairman, I am grateful for the hon. member's remarks. We certainly agree that there is a job to be done. We think we are doing it. As a matter of fact, in reference to food editors, the food editor of the Toronto *Daily Star* was trained in our department. She just left us about two weeks ago to go to the Toronto *Daily Star* as their food editor—Miss Bonnie Connell. The remarks you have made do tie into the joint effort of the Ontario Food Council and home economics branch, but really the points that I believe should be more pertinently covered under this home economics section of this vote . . . with a 4-H homemaking club programme and the relationship of the home economics branch to these programmes to nutrition, which you rightly mentioned.

We have a publication here that is put out by The National Health and Welfare Department of Canada—we use this and it is used right across Canada—"Good Eating With Canada" food guide, stressing Canadian foods and the use that can be made of them from a nutritional standpoint. Certainly part of the programme of training in the home economics branch—with these thousands of young people that they work with each year and with the women's institutes which the home economics branch serves—is co-ordinated and focused on proper nutrition, proper grooming, wardrobes, dressmaking, hat making, all these kind of things that are pertinent to good homemaking. We think that the home economics branch does perform a very, very useful function although the budgetary item is not excessive for the job that they are doing throughout Ontario. Certainly those home economists we have in Ontario have done a fabulous job.

With regard to promotion of food products at the CNE, you may have seen the exhibit of our department in the food building. This was a joint effort of the Food Council, the extension branch, the information branch and the home economics branch. We could say they are all tied in here.

The Royal Winter Fair food show which is really a project of the Food Council—but here again the emphasis is on nutrition which is a part of home economics. This was, I felt, an outstanding show that focused attention on the use of Ontario food products. The department puts out a leaflet "Mail A Menu", and we mail 14,000 of these each month.

An hon. member: "Dial a Menu?"

Hon. Mr. Stewart: Yes, "Dial A Menu." That is it—the hon. member has one back there. These have become extremely popular and they are being sent out through the Food Council. You referred to Miss Ruth Moyle who was with the home economics branch at one time and transferred over to the Food Council to continue this expanded service that we feel is necessary in that particular area. But there is a co-ordination here and I would say that the information we send out from the Food Council and the home economics branch is used very, very widely by the food editors of the various papers. You see many of the papers using that information. Now we do not always get the credit for it—I suppose we would like to—but the point is the information is getting out and it is being accomplished. I appreciate your suggestions. You have opened up some new avenues of thought that we could explore but I think that you will find, Mr. Chairman, that our branches are doing the very things the hon. member suggests. Perhaps in a little different way, but I think we are accomplishing the purpose.

Mr. Young: Might I ask a question about this Dial A Menu service? This was sent to me by one of my constituents wondering what part it played in the total economy of Ontario. How widely distributed is this?

Hon. Mr. Stewart: As I said, there are about 14,000 distributed each month.

Mr. Young: Once a month?

Hon. Mr. Stewart: As I understand it, yes.

Mr. Young: The question was raised with me and the note at the bottom is, "Sent once a week." Why not monthly and save postage? This was the question.

Hon. Mr. Stewart: Oh, I do not know—

Mr. Young: It just happened to be here in my files—

Interjection by an hon. member.

Hon. Mr. Stewart: Oh, very good, it has been dealt with.

Mr. Young: It has been dealt with? I can tell my constituent that he has accomplished a great service?

Hon. Mr. Stewart: Yes sir.

Interjection by an hon. member.

**Mr. Chairman:** Carried.  
Livestock.

**Mr. Root:** As I said before—and I understood this was the proper place—I am greatly concerned about this and I think there is a great opportunity for a cow-calf operation in northern Ontario. I spent some time on one of the hon. member's tours out on—I guess it was a federal experimental farm at Kapuskasing—and they were running cattle in pole barns. I just could not see that at 50 or 60 below zero. But in many parts of the north you see a very rank growth of grass and I have seen, particularly around the Emmo-Barwick area in the western part of the province, some very fine Hereford herds and I would hope that there is some programme underway to encourage this type of livestock improvement—perhaps a cow-calf operation—in northern Ontario. I think they have a potential market for this type of thing in southern Ontario where we can grow high-energy foods like corn. They have the advantage of the much shorter distance to transport calves when they are ready for market than the western cow-calf farmer.

**Mr. W. E. Johnston (Carleton):** Am I correct in assuming that a great deal of this money is for premiums on bulls and other sires?

**Hon. Mr. Stewart:** Yes, the boar premium, the ram premium, the bull premium.

**Mr. W. Johnston:** Yes.

**Hon. Mr. Stewart:** . . . the DHI services, this kind of thing, DHI—artificial insemination.

**Mr. W. Johnston:** Further down then, Ontario Sheep Breeders Association. These are just grants to the association also?

**Hon. Mr. Stewart:** Yes, provincial organizations.

**Mr. W. Johnston:** And I assume also the Ontario Swine Improvement Council is another one.

**Hon. Mr. Stewart:** Yes, that is right.

**Mr. W. Johnston:** There is one here that is completely new to me: Ontario Provincial Council of Rabbit Clubs.

**Hon. Mr. Stewart:** Yes.

**Mr. W. Johnston:** When was this first introduced?

**Hon. Mr. Stewart:** About two years ago. I think this was their first grant.

**An hon. member:** Is that a meat rabbit?

**Hon. Mr. Stewart:** Yes, meat rabbit.

**Mr. E. W. Martel (Sudbury East):** Mr. Chairman and Mr. Minister. The area I represent has tremendous potential in that there is a great deal of space and clear land and as the member for Wellington-Dufferin said, "There is pretty much grass and soil and there seems to be a lack of knowledge of the farmers themselves who are presently involved in agriculture." There are diverse operations not making ends meet. The milk producers are going out of business. People are giving up their quotas and so on, but there seems to be an area—

Interjection by an hon. member.

**Mr. Martel:** They are still giving up their quotas. You can quote all the figures you want.

Interjection by an hon. member.

**Mr. Martel:** Well giving them up, selling, what is the difference?

Interjections by hon. members.

**Mr. Martel:** If you want my place I will yield to you. The point I am making is that they cannot make ends meet financially and they are getting rid of their quotas and there is going to have to be some sort of diversification. It would seem to me that there should be some assistance forthcoming in re-educating or educating some of them to the possibility or the potential of going into livestock raising. Most of them have barns and so on.

It is simply a case of putting across a message to them that there is an adequate income that can be made. I am sure the city of Sudbury would provide fairly substantial markets for this produce, should we be able to encourage and educate the farmers that are going out of business in one field to move in this other field. I would ask the Minister what type of programme his department would be willing to implement in the education or passing on of this information to the farmers—who are rather reluctant to come forward and ask—to see that this is carried out.

**Hon. Mr. Stewart:** Someone else wish to speak?

Interjection by an hon. member.



Mr. Martel: I thought the Minister was going to comment.

Interjections by hon. members.

Hon. Mr. Stewart: Comments have been made, Mr. Chairman, concerning the wisdom of establishing increased beef cattle production in northern Ontario and I would certainly agree very much with all these comments. We have felt for some time that there was a tremendous potential for the increase of beef cow herds in northern Ontario. Certainly there is no question the need is there for increased cattle supplies. We have been bringing in about, from, 250,000 to 320,000 head of cattle annually from western Canada as feeder cattle. There are great difficulties this year in finding that source of livestock because the western farmer is buying these cattle and feeding them out there. But as the hon. member—

Interjection by an hon. member.

Hon. Mr. Stewart: What are we bringing in? We are bringing in from about 250,000 to 320,000 feeder calves each fall. The hon. member for Huron-Bruce referred to the fact that these cattle could be fed out there and use the surplus grain. I suppose likely this is part of the reason that these cattle are not available this year. But I would like to say that if all of the 400,000 head of cattle that are annually exported out of the province of Saskatchewan were all to be retained there and were to be fed a high-concentrate grain ration to produce 400, 450 to 500-pound carcasses, they would only use 40 million bushels of the present 1,800,000,000 bushels of wheat. When you look at it from that aspect, really, it is only a drop in the bucket. But it means so much in the livestock economy of Canada because our whole pattern for years has been to bring in feeder cattle from western Canada and feed them out here, because of our climate, our crop-growing conditions.

At the present time, it would appear as though there is going to be great difficulty in getting these cattle here. Most of them are being purchased in small lots in the community sales in western Canada—not being sold in car lots, but in lots of 10, 15, 20, back to the farm to be fed out so that the farmer can convert some of this grain into cash. And there is a problem. We have felt for a long time that we should be expanding this programme and we have done many things to do just this.

A number of years ago, when we visited the Rainy River district, we were impressed with the enthusiasm of the local farmers to improve the livestock industry in their area. They certainly had the quality of pasture, the kind of land that lent itself to that purpose, water and enough shelter for winter handling of the cattle. But they obviously lacked the quality of breeding stock that they knew they should have. We suggested to them that if they were interested, we would invite the local agricultural representative to bring a group of them down here to southern Ontario to see our feedlots, to see the demand that exists in southern Ontario for high quality feeder cattle. We would not only provide them with this tour, but we would like them to visit the Ontario bull sale, and if they were to purchase bulls at that sale, we would not only pay the premium that is indicated in these grants for premium bulls, but we would pay the transportation on a carload of bulls back to the Rainy River district. They came down here, visited many of these areas and met with us. Then they went out to the bull sale and they bought 17 bulls the first year. That was four years ago. They went back with those bulls, and they were so impressed with the quality of them that the next year they came back and, I believe, bought 31, something like that. So it just kept growing. Now each year they come down and take this number of bulls back to the Rainy River area. They have built up a very good quality of livestock in that area. Their sale this year was an outstanding sale. It was a good quality sale last year. I was there two years ago and I thought the quality was great. You could see the impact that these bulls were having on the quality of the livestock. Now as the females are being retained from those high quality bulls and they are coming into production, you will see the improvement again. So that is a real step forward. We think that there is opportunity for them to further expand those herds.

But the one thing that does distress us in northern Ontario is the fact that there does not seem to be an appreciation of the value of a scale of production in operations. When one visits the livestock ranches of western Canada one cannot help but be impressed, particularly in British Columbia, with the fact that northern Ontario offers what, in my opinion, is equally as good opportunity for grazing cattle—perhaps even better. Certainly better terrain—just as good winter cover as far as weather is concerned—and I



would think there is all kinds of opportunity to expand even as greatly as they have in British Columbia. But most of the ranches in British Columbia are owned by people who do not operate them. They are owned by businessmen, syndicates of various types, and they are operated by ranch managers and hands.

This idea does not seem to have gained any foothold in northern Ontario. We would like to see that happen. We have tried to interest people in doing just this. Some have gone there—one group under the ARDA programme. Another group has gone up, two other farmers, I believe, have gone up there on their own and bought certain areas of land, and we have added to their operations through the ARDA programme in farm consolidation and expansion. They have established sizeable livestock units for these cow-calf operations. The northern livestock sales, I think, have contributed greatly to updating the quality of cattle produced in northern Ontario. The New Lisheard farm operated by our department, maintains a herd of over 100 pure-bred Hereford beef cows, and the bulls from that herd and from other herds are disseminated throughout the area to some degree. But certainly that herd is used as a demonstration herd at the farm to show what can be done with beef cattle, and to try to impress upon those people who are encouraged to come to the farm, the advantages of maintaining high quality breeding stock. Certainly there is nothing that will generate enthusiasm like economics—and with a 40 cents per pound calf price prevailing in Canada today, this lends itself to encouragement to, I would hope, expand the breeding herd. Unfortunately this price has not prevailed until this fall. To me, this is why we find ourselves in a position of not having a sufficient number of feeder cattle to meet the demand, not only in Ontario, but in other parts of Canada as well.

In regard to our programme of assisting farmers in northern Ontario to upgrade their herds, as the member for Sudbury East mentioned, we do have a policy of assisting these farmers to come to southern Ontario and purchase cattle. We will help to pay the transportation back also, so they are competing on the same market for breeding stock as any other farmer in Ontario. In the fiscal year 1967-1968, preceding the budget that we are discussing now, we paid grants on 1,525 animals to go to northern Ontario. The freight cost was \$19,374. That pro-

gramme is being used. Then of course there is the programme under the livestock branch in assistance in artificial insemination programmes throughout northern Ontario where we pay, I believe, \$2 per cow subsidy to the inseminator because of the distance required in travelling. This helps to improve the quality of the dairy cattle, particularly in northern Ontario. Now these are programmes we have going on. We welcome the suggestions that might come from the hon. members as to how we can be more effective in developing extra sources of feeder cattle in Ontario.

Quite frankly I feel that there is a real opportunity to expand the sources of feeder cattle by using parts of the dairy herd in the province of Ontario. And I hope you good beef men would not think that I am an anarchist in this regard, but I really believe that when we consider that we have about 900,000 dairy cows in Ontario, we could—even if we were to keep one third of the progeny of those cows for feeder cattle operations through cross-breeding with high quality beef bulls—provide a sizeable and accepted source of feeder cattle. We would like to see this encouraged. I have had discussions with our livestock branch people and with our extension branch people, to see if we cannot promote this policy. Frankly, I think we have to do this kind of thing. As much as some of us may hesitate to embark on that type of a programme, we really have to look at it.

On the other hand, with the tremendous increase in our ethnic population in Ontario, the market for veal has grown to very acceptable proportions. Here again we find that the progeny of many of these milk cows—in this 925,000-cow dairy herd that we have—are going for veal. And this is a good market. You certainly cannot blame the farmer for selling veal if he can get the prices he is getting today. We would like to see this programme expanded in providing feeder cattle from that same herd, Mr. Chairman.

Mr. Gaunt: I would just like to make a few comments in relation to what the Minister has just said. I am interested in his suggestion that the Holstein breed can be used in a very effective way perhaps to supply, to some extent at least, the requirements for stock calves. Being a good beef man, it strikes me that it is a little repulsive, but as I think about it, it is not all that bad, I suppose. It seems to me—

Interjection by an hon. member.

**Mr. Gaunt:** It seems to me, Mr. Chairman, that eventually we are going to have to attain self-sufficiency in this province as far as our supplies of feeder cattle are concerned. I think the handwriting has been on the wall for some while, as the Minister readily points out, Mr. Chairman. I do not think there is any way that our feeders in Ontario can buy stock calves at 350 to 400 pounds out west and pay 40 cents for them and then end up selling them for 29½ to 30 cents. It just can not be done indefinitely. There has to be an end and I suggest it will come fairly shortly.

The other point that comes to mind is that over the years I think the eastern people have not been very discreet in their operations insofar as the buying of stock calves is concerned. The eastern farmers have been the suckers in many cases as far as the western people are concerned, because they go out individually and compete with one another on the market—bid against one another. This obviously shoves up the price—it cannot help it. It has always been my feeling that if these people were to place their orders through a commission agent and have that commission agent supply the needs of the farmers, there would not be nearly so many buyers in the market place and hence the price would not be shoved so high. Another point that comes to mind is the fact that the cow-calf operator in Ontario has been starving the past number of years. He certainly has not been able to make a dollar over the past ten years, and I think that—

Interjection by an hon. member.

**Mr. Gaunt:**—once the pressure really comes on and people get used to the idea that they have to buy their replacements in this province, perhaps the prices structure will change and there will be an entirely new picture emerging. I would hope so. With many people, going out west to buy their stock calves is a way of life. I suppose that is going to have to be eroded and it is going to have to change. We are going to have to do something and do it very quickly if we are going to keep the feedlot operator viable in the province. Because I think he is under great pressure at the moment.

**Mr. Root:** Mr. Chairman, I do not know whether this really should get on this vote. We have been experimenting in northern Ontario with growing hybrid corn in the

area to encourage the livestock farmer to get some high energy food rather than growing grain that they have difficulty maturing. When I was out in Manitoba a year ago, I saw corn growing as far north as the 52nd or 53rd parallel. I wondered whether—

**Mr. Gaunt:** Mr. Chairman. The study the Minister did, or the departmental people did, in relation to alfalfa indicated that it was not practical to grow alfalfa in large quantities in northern Ontario. Is that not so?

**Hon. Mr. Stewart:** No. But it did indicate that we could grow . . . and we could grow certain other forage crops like grain barley, grain oats, this kind of thing, which have a high protein content for feed . . . quite a bit of corn grain is grown there now. In parts of the north there is some corn grain grown, but not with great success. It does seem to me that we should try and adapt the type of crop grown to the geography and climate of the area in which it is grown. Because of the shortness of the season there corn does not quite lend itself to that area. But certainly at the farm at Kapuskasing, to which you referred, and at our New Liskeard farm, we have done a great deal of research in putting up green feeds . . . and this kind of thing in various types of storage. That has expanded greatly. To me this is one way that we would help to carry those beef cows through that period of the winter when weather conditions demand feed.

**Mr. Root:** Our farms are a little different from Manitoba. But I am interested when you say they cannot grow trefoil which provides good pasture and feed.

**Hon. Mr. Stewart:** Oh yes. Oh yes, in great abundance.

Interjections by hon. members.

**Mr. Gaunt:** I have a considerable amount to deal with in this vote, Mr. Chairman, but I want to pursue the matter for a moment. What the Minister is saying is that forage is no problem?

**Hon. Mr. Stewart:** It can be grown. The problem is getting it saved. The old conventional methods of saving it as dry hay are unsatisfactory because of the weather conditions.

**Mr. Chairman:** You will be a considerable time before you finish the question you have on this particular item?

Mr. Gaunt: Very much so.

Mr. Chairman: Do you want to go on now?

An hon. member: It is a few minutes after 10.00.

Mr. Chairman: The general agreement is that the committee close at 10.00. But I am willing to do whatever the members wish. If they would like to continue—

Mr. Johnston: Mr. Chairman, could we finish livestock?

Mr. Gaunt: I will be over half an hour. I want to go on in beef testing and so on. We might as well close now, Mr. Chairman, because there is no—

Mr. Chairman: It is moved by the member for York North that the meeting will now adjourn until tomorrow at 3.30 in the afternoon.

Motion agreed to.

The committee adjourned at 10.05 p.m.







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# Legislature of Ontario Debates

**STANDING COMMITTEE ON SUPPLY**

**Department of Agriculture and Food**

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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Wednesday, October 29, 1969

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Speaker: Honourable Fred McIntosh Cass, Q.C.  
Clerk: Roderick Lewis, Q.C.

THE QUEEN'S PRINTER  
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**CONTENTS**

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**Wednesday, October 29, 1969**

**Livestock, continued** ..... S-1

**Soils and crops** ..... S-15

**Motion to adjourn, Mr. Chairman, agreed to** ..... S-27



# LEGISLATIVE ASSEMBLY OF ONTARIO

## Agriculture and Food Standing Committee

WEDNESDAY, OCTOBER 29, 1969

### ON THE ESTIMATES—DEPARTMENT OF AGRICULTURE AND FOOD (continued)

The committee met at 3.30 p.m. in committee room one.

**Mr. Chairman:** We will call the meeting to order, and we will return to livestock which we were discussing last night when the meeting adjourned. I believe that Mr. M. Gaunt (Huron-Bruce) expressed the desire to continue discussing—I am sorry, we will have the roll call first.

**Clerk:** Belanger, Burr, Downer, Edighoffer, Evans, Farquhar, Gaunt, Gilbertson, Davison, Haggerty, Hamilton, Henderson, Hodgson, W., Innes, Jessiman, Johnston, W. E., Kennedy, Deans, Makarchuk, Morningstar, McNeil, Newman, W., Rollins, Paterson, Jackson, Root, Rowe, Ruston, Winkler, Snow, Spence, Villeneuve, Whitney, Young.

**Mr. Chairman:** I would point out, Mr. Secretary, that yesterday there was a change made, and that now the permanent appointment on this committee is now Mr. Connell instead of Rollins. Mr. Rollins is no longer on that committee unless he substitutes for someone. We will now continue with the livestock estimates.

**Mr. M. Gaunt (Huron-Bruce):** Mr. Chairman, in view of the fact that Mr. Innes has to leave early—

Interjections by hon. members.

**Mr. G. W. Innes (Oxford):** Mr. Chairman, certainly the livestock industry—this particular vote is designed to try and encourage the better grading of livestock and the livestock industry. I imagine the goal intended is to return more dollars to the pocket of the farmer eventually. I think I will preface my remarks by saying that it is all very far short of what the intended goal should be. I want to mention a little bit about dairy herd improvement and milk recording. The Minister, I am told, did visit with some of

the other Agriculture Ministers and the federal Minister of Agriculture to ascertain what could be done to facilitate the greater number of cattle that could be entered into milk recording systems of some description. I might mention that in Great Britain, it is compulsory that all dairy cattle are on test. At the moment in the province of Ontario there are some 14 per cent that are using milk recording of some nature. From the figures we have received from Guelph, the income increase per cow to the farmer of a herd that is on ROP or some other milk recording—possibly I will use the words “milk recording” to be synonymous with dairy herd improvement and ROP and we can use it in that light—is somewhere in the neighbourhood of \$125 to \$200 per animal.

It is not hard to understand that, if only 14 per cent of the cattle in the province are on test, and there are at the moment 925,000 cattle in the dairy breed, that we have not done our job to try to encourage this most important aspect of bettering the lot of the individual farmer. I would imagine that those 925,000 cows could be decreased considerably if the figures that are given out by the department are any indication of how much greater profit can be returned per cow to the individual. The average production per cow at the moment in the province is around 7,500 pounds. I think the possible future trend from the college at Guelph is that by the next ten years it should be in the neighbourhood of 11,000 pounds.

There are some of the things that really bother us. I would like to ask the Minister how many herds are on DHI at the moment, how many are on a waiting list to be taken on, and what incentive he is trying to forecast that will help facilitate a greater number of these people getting into milk recording of some description? I know that this is a very important topic. I might mention to you that the most recent figures from exports of dairy cattle, primarily the Holstein breed which I am more familiar with, were 19,594 last year. The reason that many of these

cattle are being exported, not only to the United States, but to other areas of the world—and already this year almost 6,000 have gone to European countries—is by reason of our having a little bit superior animal than some of the other countries and doing a little bit more public relations. But, unfortunately, we are not getting the proper co-operation from the department. Our AI programme is facilitating the number of proven bulls that we would like to have in our three larger units across the province. This has a bearing on whether we can produce the type of animal that we want to. As you possibly know, if seven herd bulls were taken and tested the percentage that will turn out good out of those seven bulls is about one. So, if we are going to encourage our potential in building up our herds and making them competitive and getting the number of proven bulls that we have—that we want—we have to have more cattle on test.

If we could increase this to, say, 50 per cent, we could have almost three times as many proven bulls in the dairy industry as we have at the moment. As you know, the export of cattle and semen to European countries is one of the great assets that we have in the dairy industry at the present time. If we did not have that market, you can understand the number of the cattle that would be turned on the market here in the province of Ontario.

I might mention that the various breed organizations on their own have recognized the need. They have gone out and canvassed up and down the roads with no remuneration directly to the breeders themselves, just because they feel the need for a greater participation in the milk-recording field. I think that it is high time that the government took a real deep look at this whole situation because it is money that is going to be returned to the farmer. He is going to keep less cows and have more profit in his pocket. In other words, the cows are going to keep him, instead of him keeping some of these cows.

I might just paraphrase. If we take a couple of automobiles, same make, same year, and we put a couple of gallons of gas in each of them, and one goes 100 miles and the other goes 80 we would prefer the one that went 100 miles. I think this is the same in the dairy industry and the beef industry. I think my friend from Huron-Bruce (Mr. Gaunt) is going to touch a little on the beef-testing programme. I think in the beef-testing programme we have fallen far, far short of establishing a criteria and on a uniform testing

procedure that can be recognized across Canada and across other portions of America.

I have a pamphlet here which came from the full performance tests in the province of British Columbia. It is a federal publication and I am going to pass it up to the Minister and let the Deputy Minister have a look at it. It has been sent to me by reason of my being out there and studying some of their forms of testing. Our problem here is that we are not utilizing a uniform testing programme. Some of the AR units are testing their own and they are using different formulas—feed formulas—to test their bulls. It is not a true performance of what the bulls are capable of producing. When we take the average daily gain figures as computed by the station in British Columbia every animal that goes in there has the same opportunity, has the same care, the same rations and there are no ifs and ands and buts. I will pass this up to the Deputy Minister and he can look over it. It indicates here that there is quite a variation in the various bulls that come up with gains. The average total gain for a 140-day feed period was 356 pounds. The average daily gain per bull was 2.54 pounds. The highest single average daily gain was 3.14 pounds, the lowest 1.93 pounds. This indicates to you the spread that is current in some of the sires. The highest sire group had an average daily gain of 2.71 pounds. The lowest sire group's average daily gain was 2.33 pounds.

These are really the hard facts and the proof of the pudding, so to speak. If we are going to be a leader in this field, we have got to get into it in a serious way and not dilly-dally. I mean, this is bread and butter to the farmer. Either the cattle are going to keep the farmer, or he is going to keep some cattle that he has to keep. I would like comments from the Minister. Maybe we could develop this a little. I do not want to be too harsh about it, but I do think that we have got to be constructive and get on the job. When we think that every animal in Great Britain is on some type of programme of milk recording and that their beef programme is similar, we in this country cannot sit back and let nature take its course.

**Mr. M. Makarchuk (Brantford):** Mr. Chairman, I would certainly agree—

**Mr. Chairman:** I believe the hon. member for Huron-Bruce was next in that he—

**Mr. Gaunt:** —beef-testing programme—

**An hon. member:** Are you going to speak about BHIA?



**Mr. Makarchuk:** On the same point. The matter of beef—

**An hon. member:** I would like to speak on this BHIA thing.

**Hon. Mr. Stewart** (Minister of Agriculture and Food): Mr. Chairman, in reply to the member for Oxford. He leaves me somewhat at a loss to know who in our department is not co-operating as far as the DHI programme or the artificial insemination programme is concerned. You mentioned that you were not getting proper co-operation from our department on artificial insemination and I am at a loss to know what you meant.

**Mr. Innes:** No, I did not. I meant that if the AI programme is going to be successful we have to have more—and as such it relates to it. I thought I made myself clear.

**Hon. Mr. Stewart:** I maybe misunderstood you. We certainly try to do this. We have an artificial insemination committee. This represents the joint dairy breeds and we work very closely with them. I felt that there was very close co-operation between our department and that committee. I think your figures may be somewhat out of date. For the year 1968 we had 18.2 per cent of the cows on test in Ontario and in the year 1969 we have 21.1 per cent on test. With the passage of these estimates we will have provisions made for an increase of 30,000 cows.

I know there are no herds on the waiting list. As a matter of fact we have to go out and drum up business to get them to go on test. I think it is a good argument to compare our figures with the figures in the United Kingdom, but one must remember that the figures in the United Kingdom are somewhat different from what they are here from the standpoint of cost. The farmers pay for milk testing in the United Kingdom and in most other jurisdictions, as a matter of fact. It is a matter of deductions from their cheques, as I understand it in the United Kingdom, where the milk marketing board carries out the cow-testing programme.

Here we subsidize tremendously. For instance, I was interested in the figures for 1968-69, our last fiscal year. They show we spent \$823,100. We had a return on that of \$191,000 so that the net cost to our government for that year was \$631,000 or about \$8 per cow, if I am not mistaken.

**Mr. Innes:** If that is your arithmetic it seems pretty high. These are the total figures I have here and I did not break them down into actual costs—

**An hon. member:** Eight dollars.

**Mr. Innes:** —per cow basis.

**Hon. Mr. Stewart:** I would say this, that the computerized record processing and reporting system that we are trying to implement now—and this will be in operation about the latter part of September—will provide to the milk producers of this province virtually all the features that were recommended by the milk recording conference that was held a few months ago and sponsored by the dairy farmers of Canada.

The conference recommended that the milk-recording programme should essentially be administered by the producer representatives. They recommended as well that the record of performance programme, the ROP programme and the Provincial Dairy Herd Improvement programmes in the province be amalgamated into one single programme. The hon. member for Oxford, Mr. Chairman, would be in a better position than I to judge the validity or the wisdom of doing that. You are pure-bred breeders and you know the wisdom and value of the ROP programme. On the other hand, we have the dairy DHIA programmes which are really cow-testing programmes. They go a little further than actual cow-testing, a valuable programme to the individual farmer.

**Mr. Innes:** That is right.

**Hon. Mr. Stewart:** Now whether or not we would lose something from the ROP programme in export sales, particularly of Holstein cattle, I do not know. I must confess I am concerned about that feature. We took the approach in the department—and this was discussed several times with other Ministers across Canada and with the federal government and the federal Minister—of trying to get the best of both worlds: Of maintaining the two programmes updating them, modernizing them and making them effective. We want to get as many cattle into the programmes as we possibly can.

Your argument is so well taken, Mr. Chairman, on the matter of the value of cow-testing. But I have to work with the budget as well, and the budget is very substantial.

The dairy conference that recommended that we embark on this amalgamated programme suggested that—as I mentioned a moment ago—the whole programme be turned over to the producers to run, but that the two levels of government subsidize it to the extent of at least two-thirds. I think we



have to recognize, as responsible administrators of the various departments, that that leaves a bit to be desired. I think that if the producers want to provide the programmes, to go ahead and run their own show, and pay for it as they do in England, that is fine. But when they come to us and say, "You pay everything, but never more than one-third will we pay," then I think we have to ask ourselves a second time about that. My deputy advises me that discussions are current between the province and Ottawa to get equal recognition of DHIA and ROP records. I fancy this is for export purposes. We would think there will be a system of cross-checks between the two programmes that will bear on exports, because the DHI programme, as I understand it, is not officially recognized for export purposes. Is that right?

**Mr. Innes:** Well, it is true, but it is—it is true, but—

**Hon. Mr. Stewart:** Yes. And so we want to upgrade that, so that the people in DHIA will qualify for export if the records—

**Mr. Innes:** Well, if it is supervised with a common denominator, so that they will be recognized.

**Hon. Mr. Stewart:** Yes.

**Mr. Innes:** I have had this brought to my attention several times. The individual inspector who goes around from farm to farm collecting samples has to either do the testing on the spot, or he has to take, in the case of the DHIA—Daily Herd Improvement Association—he has to, in some cases, take it to his own home. He does this, or he does it as owner sampling too.

But it has been brought to my attention, that if we were to run a pilot project in the province, whereby we would run a common test station out of, say, our agriculture office, where we could have a couple of attendants in there, a couple of girls to do all the sampling on a large scale basis, that the position of the inspector would be to collect the samples instead of busying himself with testing them. This would be worked out in a very, very practical way, and there would be no inconvenience to the farmer. One of his problems at the moment is that he doesn't want the inspector to be around his home where his family is all the time, eating meals and staying there. This sometimes is a deterrent on the part of the person to take up—

**Hon. Mr. Stewart:** That is under ROP.

**Mr. Innes:** That is true. So if we could have a pilot project set up in the province, I would like to see you make a try at it and set up a lab whereby you have the inspector bring in his samples. Let one or two or three girls run the sampling there. It could be done at a real fast pace and you could turn over a tremendous amount of sampling whereas at the moment it is a long drawn out procedure.

While I am on my feet, I want to ask the Minister what his department is doing to upgrade the type of testing, and I am talking about solids not fat. This is the coming thing in European countries. While we do not want to pattern ourselves off them, I would like to be a little bit ahead of them once in a while when we can. As you know, the trend in the economy today is to do away with fat. So if we can start testing on a solids not fat basis, the sooner we get into it and get herds that we can recognize as being superior in solids, not fats, then we are making a step forward instead of following somebody else.

**Hon. Mr. Stewart:** Well, Mr. Chairman, I would like to express my appreciation to the hon. member for his suggestion of the pilot programme with centralized testing in DHIA programmes. I think this is a good suggestion.

**Mr. Innes:** Well, the inspectors tell me they could do about three times as much if this were done.

**Hon. Mr. Stewart:** I would not doubt at all that they could, and they could have it in one of these new computerized machines similar to the IRMA machine. If they were located and strategically placed throughout the province, perhaps that would be the answer, and I am pleased to know that you said that. We might have some surprising developments along that line, I hope, some time in the future. With regard to this business of a solids, not fat, method of paying for milk, we have had a report going—

**Mr. Innes:** Testing sows, too.

**Hon. Mr. Stewart:** Yes, and it will come back very shortly—or at least, the report is here. We are now checking the recommendations of that report against the machine. I would venture to suggest that we will be as ready in our department to implement that programme of paying for milk on a solid, not fats, basis, as the industry will be to employ it when the time comes. I would not be surprised if we might not be quite a bit ahead of them.

**Mr. Innes:** You know, I also think that if you are really short of money, you might go to the milk marketing board and ask them if they would mind deducting a little, because their job is to provide a better income for the farmer, and they have even mentioned—pardon me for not standing here—they have even mentioned the fact that maybe this would be a good programme. So maybe there might be an area here where maybe they might be able to contribute in a small monetary way, and maybe facilitate this programme.

**Hon. Mr. Stewart:** This is for the cow testing programme?

**Mr. Innes:** Yes.

**Hon. Mr. Stewart:** Good. I am pleased to have that suggestion. I will likely pass this on to the milk marketing board.

**Mr. Gaunt:** Mr. Chairman, may I follow up on the beef-testing portion of my friend's comments? I expressed concern about the beef-testing last year. I do not think the department has done anything about it, and may I just repeat some of the arguments that I used at that time to try and persuade the department that indeed some changes are necessary in this particular programme. I think that the very fact that the artificial insemination units and various groups are doing their own testing in the province certainly points up the fact that they are not satisfied with the type of criteria that are used by the department in beef bull testing.

Now, I cited last year a case where one bull had come off test at 1,020 pounds and he did not make the required gain. Another bull came off at 940 pounds and another one at 960 pounds, both of which made the test. The simple fact is that the bull at 1,020 pounds gained rapidly during the early part of his life. Of course, that is the cheapest part of the gain. When any animal is young, the cheapest part of the gain in weight comes on at the beginning, so that in actual fact, this particular animal to which I make reference had many of the qualities which we have to have in our beef animals. He ended up with a weight of 1,020 pounds, and yet he did not make the test.

**Hon. Mr. Stewart:** Why?

**Mr. Gaunt:** Because he did not make the required gain.

**Hon. Mr. Stewart:** What—per pound?

**Mr. Gaunt:** Per pound. They are required to make 2.5, is it?

**An hon. member:** Yes.

**Mr. Gaunt:** So he did not make that. The point is that he gained rapidly before, or prior to the 225 days going on test, then he obviously must have slackened off.

**Hon. Mr. Stewart:** Yes. But under the total weight for age he should—

**Mr. Gaunt:** Well, he was not eligible to make the test under plan A. He was not—

**Hon. Mr. Stewart:** Both factors were included—both average daily gain in the test period, and weight for age gain.

**Mr. Gaunt:** Well, if both factors were included, obviously he didn't have a high enough average with the two factors to make it. But the point, and I come back to it, is surely a bull at 1020 pounds is better from the gain point of view than one at 940 pounds. Now I make the point, and maybe this could be weighted in your formula if you are giving the average daily gain. If I understand the Minister correctly, you have a formula where you take the average daily gain where they go on test for 225 days. They are on test for 140 days and you then calculate the average daily gain during that 140-day period and if it does not come out to 2.5 pounds per day, then the bull has not qualified on that basis. Then in addition to that, I gather from what the Minister says, they also take the total weight of the bull as well and that is a factor in the determination. Is that so?

**Hon. Mr. Stewart:** Well, the policy was revised in 1966 and a slightly higher qualifying standard was introduced. In order to qualify for premium, a bull must gain a minimum of 2.5 pounds during the test period and have a weight per day of age of at least 2.4 pounds.

**Mr. Gaunt:** So that is taken from one day old until the end of the test.

**Hon. Mr. Stewart:** Yes, that's right—during his entire lifetime 2.4.

**Mr. Gaunt:** Well, I'm glad to hear that there is another factor involved. I still make the comment that my feeling is that the formula that is used, the 2.4 figure, should in some way be adjusted to take into account and give greater emphasis to the ultimate weight—the end weight—of the bull at the end of the test period.



**Hon. Mr. Stewart:** Should that be up or down 2.4.

**Mr. Gaunt:** I would think that in order to give greater emphasis to it you leave the 2.4 where it is and drop the 2.5.

**Hon. Mr. Stewart:** You think that a bull on full feed test shouldn't gain 2.5 pounds a day to qualify?

**Mr. Gaunt:** Yes, taking it over all. If you are going to take the 2.5 pounds and make it apply right across the board, that is a horse of a different colour. But if you are taking a period of 140 days in which you gauge whether an animal makes or does not make a 2.5-pound daily gain then you run into the problem that that animal is being one, pushed at the wrong time or at the wrong age, and, two, you run into the problem which I just indicated, and that is that they have a rapid daily gain when they are young when they are sucking their mother, and then they slacken off. There are animals—these are inherited qualities—that gain extremely quickly when they are young calves and then ease off and start gaining rapidly again. In other words, it's a cyclical gaining period with them. If they happen to go on test when they are in the down swing of the gain period and are being pushed, and being full fed, in a good many cases on boiled barley and rather heavy feed, then I think the total picture is distorted. I think this is how many breeders feel about it.

I know in one case—and I can only cite one—maybe it is an isolated case—of an animal being pushed at the wrong stage. Two years after he came off tests the bull only weighed 200 pounds more. Obviously that kind of situation does not indicate the type of qualities that we have to promote in our beef animals.

Having made the point that we have got to change this system in some way—whether we weight it more in respect to the weight of the animal coming off, or whether we reduce the daily gain period required during that limited period. I am not sure. I would have to leave that to the experts in the department. They are more capable than I in working that out. All I am saying is I think it should be worked out. I think there is a very great problem here that has been underscored by the fact that many of the breeders and the AI units are not happy about this testing programme. Having made that point I must say that I think it's a serious mistake to require all of the bulls entered in the CNE and the Royal

Winter Fair—and I believe it is being extended to B class fairs as well—to be required to be tested bulls. I understand that the Royal Winter Fair had this stipulation last year, but there were not enough tested bulls to even make a show so they had to postpone it one year.

This is my understanding and this is on account of the Hayes classification. I believe that this has more or less brought the thing to a head. I realize that the Hayes classification is a good thing and I think most breeders are happy with it. But if we are going to adopt that kind of procedure, I suggest that we are going to run into rather serious problems because that means that towns like Mitchell, Teeswater and Owen Sound—all of these larger rural fairs—simply won't have a fair if this situation is adhered to. My feeling is that the department just has to do something about this programme. Then, I think, perhaps they can move into the other areas. But I—

**Hon. Mr. Stewart:** Do something about what, then expand?

**Mr. Gaunt:** Do something about the testing programme as such as I have outlined. Then when you get the type of testing programme that is acceptable to the breeders and it meets with general approval then you can move into these other areas—these fall fairs and so on which require that only tested animals be shown.

I have a letter here. The writer says he happens to be an Aberdeen Angus breeder. I don't want to encourage any inter-breed wars or anything of that nature, but he does register very strong objection to the programme. He makes particular reference to the bull sale. I think his point is certainly well taken. The prices at the bull sale have declined the last few years and I think this can only be interpreted as an accurate reflection on how the farmers feel about the testing programme in the province of Ontario because only tested bulls are allowed to be entered in the bull sale. The numbers have been going down and the prices have been going down, so I can't make any other interpretation from it. The writer of this letter makes one or two points which I will just pass along for the Minister's comment. He says:

I find it hard for my stomach to take when I find that year by year the Hereford breed of this province collects over \$60,000 in taxpayers' money for bonus and the price of their product goes down in value.



I presume he is referring to the full sale.

It is impossible to sell a bull through the Ontario bull sale unless he is officially tested and okayed by the government. As a pure-bred breeder of cattle, and I think a good one, I find it almost impossible to accept these terms when the whole base of it is on a narrow 140-day test in a period of an animal's life when he should be growing, not getting hog fat. On top of this the two-year-old weight of a bull has to be the most important guide of size.

Then he goes on to make a number of other points but that is the essence of what he is saying. I really want to put it to the Minister as strongly as I can: I think the beef performance testing programme in Ontario needs some revision and needs it badly. I hope that the Minister would give some consideration to this before we go any further.

Interjection by an hon. member.

**Mr. Makarchuk:** Mr. Chairman. It seems to me that once again we are sort of off on that wild chase for efficiency and production. This is all very well and no one should condemn it in any way. But certainly our responsibility and the department's responsibility is to ensure that out of the produce that the farmer produces himself he has some money left to put into his pocket. This is where I think this particular department is certainly falling down because, you know, if you look at the swing in beef prices you can see that very little has been done by the government to either stabilize them, consolidate them, or predict them or plan out their production and so on. And surely the farmer in Ontario has had enough of this. So maybe without being too critical of the idea of improvement or being efficient, without being too critical, surely it is time when the emphasis should come to the marketing end of the operations and where the department should start emphasizing that instead of being concerned just about improvement of the animal, it should show some concern about improvement in the return to the farmer's pocket book. I would just like to introduce here the fact that—

Interjections by hon. members.

**Mr. Makarchuk:** Well it is on beef—beef improvement.

**Hon. Mr. Stewart:** Well let us get to it. If you want to talk about marketing later—

**Mr. Makarchuk:** Well I am not discussing—we will get to marketing. I will discuss marketing. What I am saying is the idea of

these subsidies, Mr. Chairman, is to improve in your way, or in the government's way, the net income in the farmer's pocket. I presume this is the point. Now it is not doing that.

**Hon. Mr. Stewart:** Well would you suggest we remove these subsidies?

**Mr. Makarchuk:** No, I am not saying you remove those subsidies but I am saying that perhaps you should be doing other things to ensure that there is a return to the farmer. As an example I notice that Manitoba has plans—now this is a small province as compared to Ontario and not very affluent—but they have plans for a \$6,000,000 loan set for Manitoba farmers.

The loan plan would assist farmers to get into new fields such as pork and beef production and I notice Mr. Thatcher in Saskatchewan has gone into something similar. Now, of course, under this plan he going to subsidize interest rates and have no payments on the principal until two years after the loan. Now there is a pretty concrete way of helping the farmer to make sure that his income from his beef operation increases.

Now this is just one of them. There are other ways and so on. We mentioned them earlier and we will mention more about the exports coming in. You come out with sort of miserable reports saying that beef prices increase due to cattle shortage or rather the reason the farmers' prices dropped was because there was a decrease in consumption when the *Canadian Livestock* says the overall increase is up two per cent in one month and one per cent in another month. In other words, it is going up, you know. Where do you get this idea that consumption has dropped but to use it as an excuse? This is the reason you ignore the imports and you ignore the other factors involved. Let us get away from these arguments and let us get involved in what really will provide the farmer with a greater return for his money, more for his beef, and more money in his pocket.

Interjections by hon. members.

**Mr. D. M. Deacon (York Centre):** Mr. Chairman, I certainly agree with the objectives of the department in this beef programme. For many years we saw a great diversity between the commercial animal and the animal that was winning in the show ring. It has resulted, as an example, in the short-horn beef losing a great deal of its support among the commercial breeders because the animals were almost pony size, similar to those that were winning in the show rings

in Scotland, and therefore became popular in the show rings over here.

I think that is very commendable, this weight-gain measurement that the department is bringing in, if the animals are shown in the show ring. But I feel that we have got to support what the member for Huron-Bruce has said that we must be sure that the criterion used by the department really has proven its value to the farmer by the performance that it has in the sales where these animals are sold. We have beef sales and the prices of the breeding animals are good because they show a lot of farmers support for these proven animals. I think that is fine but at this stage obviously the shorter date test, that is 145, has not the support of the ordinary breeder and does not satisfy him that he is producing an animal good for breeding purposes. I do hope that the department will not bring in the changed regulations for fairs until they have a criterion that really does have the support of the farmers.

**Hon. Mr. Stewart:** Mr. Chairman. First of all, in reply to what the hon. member for York Centre has said concerning regulations at fairs, we do not have anything to do with that at all. That is set by the federal government. We have nothing to do with it. So talk to your federal counterparts in Ottawa. If they want to change the regulations for prices for fairs for livestock, then go and talk to them. We do not have anything to do with it at all.

With regard to the criticisms that have been levelled at the department because of the regulations pertaining to beef-bull testing, it is difficult to understand whom one should believe, because the regulations have been drafted in complete consultation with the beef cattle breeders themselves. It is they who have set down these regulations. They are the people who have recommended it. All they do is tell us what they want and we carry it out. Now if you want the regulations changed, we have no objections to changing them. But you get your Beef Performance Association to change those regulations. Get the Beef Improvement Association to back it up.

The member for Huron-Bruce said in the beef sales last year the prices had declined. The sale of beef bulls last year held by this province was the second highest price ever received in this province since the sales started.

Interjections by hon. members.

**Hon. Mr. Stewart:** I have not got it here. I do not know whether you have it there or not.

**An hon. member:** The average price for Herefords \$697, Shorthorns \$562.50, Angus \$638.

**Hon. Mr. Stewart:** That was at the last year's sale in 1969?

Interjections by hon. members.

**Hon. Mr. Stewart:** This is what he told us. The second highest average for all the bulls sold in the 1969 sale. Now this is what our figures indicate. If the breeders do not want it, then there has not been very good communication between them and their representatives who sit on the breeders associations who help draft these regulations. If you want a change then we will certainly bring this up to the meeting and report what you have said. But we have not got that message and even I have had meetings with breeders about this thing. In fact, the breeders that I have talked to, with the exception of one breed, have said to me, "Look, your regulations are too low now and instead of too high you should be jacking this up. There are some of these bulls that are going well over three pounds."

Now surely to goodness the thing that we want to do is to provide an animal that through hereditary characteristics will breed that kind of an animal that will go into that farmer's feed lot or that commercial herd operation. That must be the objective. So, that if this is the case, then surely we are on the right track by not weakening the regulations pertaining to beef-bull testing, but upgrading them to the place where they are really effective.

I have to ask myself the question: Are we really arguing for more bulls to qualify for premium subsidy or are we really trying to do something to improve the standards of beef bulls that are used in the province of Ontario? Frankly, my objective is the latter and I hope I am on the right track as far as the department is concerned in our policy. So that this is what we have been trying to do.

Now, we talk about marketing. Surely to goodness marketing starts with the product. You really can't market anything until you have something to sell. The programme that has been implemented here to assist people to breed better beef cattle in Ontario is designed to help them to have a product that is better to sell and will receive greater



acceptance by fellow breeders, by fellow farmers and by the consuming public in the end analysis. Really this is about all I can say about it.

I note that comments were made by the hon. member for Brantford (Mr. Makarchuk), with reference to Manitoba and Saskatchewan. We know that these policies are in effect. They are in effect in Alberta as well. But, I suggest to the members of this committee, Mr. Chairman, that if we are to embark on that try of a competitiveness between the provinces of Canada and the regions of Canada? I would think that with the emphasis that is being placed by the Farmers' National Union on a co-ordinated approach for all Canada that surely this was not in the best interests of the people of all Canada or the farmers of all Canada. If we are going to support one government in competition with another to try to build up a subsidy programme for the farmers within that province, it will be to the detriment of the farmers in every other province.

I would like to go back to the days of 1966 when we had the problems with milk, because this very problem was generated by the province of Quebec implementing the tremendous milk subsidies that they have. I took the position, as you members of this committee will remember, that the character of the problem was so national that it has to be resolved at national level. This brought about the National Dairy Commission with the national subsidy and dairy products right across the board, with the understanding that Quebec would get out of the milk subsidy field, and they did.

Now that problem has been eliminated as a competition between provinces and I am a bit disturbed about this other matter. On the other hand, in fairness to what the hon. member for Brantford has said, I have to recognize some of the reasons why this is being done, particularly in Saskatchewan. I am not entirely sure about what the programme really is intended to do in Manitoba. But in Saskatchewan, this incentive programme that has been introduced or announced, and will be effective November 1, is only for female stock to increase the breeding herd in Saskatchewan, with the end purpose of trying to get some marginal grain producing land back into grass and covered with cows. They also hope they can produce more feeder cattle for their own use and, I hope, for the province of Ontario as well in the export trade. They have sent out of Saskatchewan in the last number of years

about 400,000 cattle annually. We have brought into Ontario a sizeable number of them but they have gone out to that degree. Now they are wanting to feed more of them there.

The Alberta department has a programme of helping the small farmer increase breeding stock through provision of credit of \$7,500 or something like that. The Saskatchewan maximum is \$7,000 and the minimum is \$2,000. In Manitoba I am not sure what the figure is, but it is a similar amount. Frankly, I would hope that it would work. Now I believe Manitoba is going to expand it as well to feeder cattle in that area.

So there is the situation as we see it. But I will give my word, Mr. Chairman, to the committee that this matter will be dealt with before the Joint Breeds Association. They will be meeting this year.

**Mr. Chairman:** The hon. member for Carleton.

**Mr. Makarchuk:** Mr. Chairman. I just want to pursue this point. Do we have an assurance from the Minister—I agree with him that it becomes a national problem and in effect an international problem when you have to deal with imports—that he will consider, at this joint meeting with, presumably, the other agricultural Ministers, the development of some national marketing board or a national beef commission or something of this nature to bring about some co-ordination and some control? Particularly on imports, as imports did play a havoc with farm prices in the last few months. At least the statistics indicate that. Would you make representation to the federal government or to the other Ministers to get together and try to devise some orderly method of marketing or some floor prices or something of this nature for the farmers?

Interjections by hon. members.

**Mr. Chairman:** The hon. member for Carleton wants the floor.

**Mr. W. E. Johnston (Carleton):** I have listened with great interest to this discussion. I am very interested in crossbreeding. I am talking now about beef cattle. What, if anything, is the department doing to promote crossbreeding? It seems to me that if what we read and what we hear today is true then crossbreeding does produce a better carcass and a higher quality carcass and does give a better yield. I just want to know what you have in mind in order that beef-cattlemen will come to know more about it.



**Hon. Mr. Stewart:** Well, Mr. Chairman, that is a very good question. I would like to say that as far as the crossbreeding programme is concerned there has been some exploratory work done on this in Ontario. I think that The Department of Correctional Services has been working with our department and the OAC of the University of Guelph on a programme, I believe it is at the Burwash Farm, where they have used Charbalaïs, Shorthorn, and Hereford, and I think they have done an excellent job of showing what can be done. At the ploughing match, for instance, if you went into the county display tent there, you saw calves that were born from this particular cross at the farm out there, and it was a pretty vivid illustration of the weight at that day, in comparison of what you know is the weight of other breeds. It would seem as though there are great possibilities in this field.

I mentioned yesterday that we should be crossing some of these good beef bulls on some of the dairy cows in the province of Ontario to produce more feeder cattle in this regard. I am quite convinced that if in the artificial insemination unit of which the hon. member for Oxford is a director—and there are three of these groups across Ontario—those really top quality bulls were used on many of these dairy cows, we could produce a sizeable number of feeder cattle in this province and I would like to see that done. I think that is one of the best sources of feeder cattle that we have immediately in the province of Ontario.

**Mr. Chairman:** The hon. member for Huron-Bruce.

**Mr. Gaunt:** I just want to pursue this matter for the moment in relation to the beef testing. The Minister said that if we are interested in just simply qualifying more bulls, he would much prefer having the emphasis on establishing a higher quality of beef across the province. Certainly that is my aim too. I am not interested in qualifying more bulls in terms of straight numbers. That is not the purpose at all. All I am trying to do is to try and underscore what I said initially. There is dissatisfaction with the present programme. I am interested in seeing the best programme possible devised, so that in the end the beef industry is the beneficiary. And I think that it is only by way of discussion and exchange and cross-fertilization of ideas that this can be achieved.

Now, I think that one of the problems is that the period is too short. I think 140 days is simply too short to give an accurate indi-

cation of how an animal can perform because there are too many variables in that short period of time.

There is just one other point that I want to mention. I am interested in getting a comparison of the numbers of bulls that are entered in the bull sales, first of all, in 1969, 1968, 1967. Let us state for the last three years. Have the numbers been going up or down? I was interested in the average prices. I was not aware that those were the figures, but perhaps my information is incorrect. First of all I am interested in the numbers of animals that were consigned on each of the years.

**Mr. K. E. Lantz** (Assistant Deputy Minister of Agriculture and Food): I have not got the exact numbers for each of the three years. The numbers of bulls, though, has been about the same. They may be up a few, down a few.

**An hon. member:** We cannot hear.

**Mr. Lantz:** There were 101 bulls consigned in March of 1969, and whether this is up or down just a little bit I would have to check. I have not got the figures for 1968 or 1967. I think it is about the same as it was in previous years.

**Mr. Gaunt:** When was the bull sale started? It is back quite a number of years ago.

**Mr. Lantz:** It was 1949.

**Mr. Gaunt:** Yes. But at that time, of course, anyone who wanted could consign an animal and go on from there. I can recall, Mr. Chairman, if I may, back around 1956, and I am working strictly from memory, that the bull sale numbers at that time were in the neighbourhood of between 225 and 250. Would that be in any way accurate? I am working strictly from memory, but I can remember in around 1956 that there were, according to my recollection, well over 200 consigned in that sale.

**Hon. Mr. Stewart:** I think, Mr. Chairman, that one of the reasons for that apparent drop in the number of bulls referred to as having been sold through auction sales is that we introduced a programme of paying the premium on private treaty sales—\$75.

**Mr. Gaunt:** Yes, 50 per cent is the rate.

**Hon. Mr. Stewart:** Yes. And this, I think, has had a marked effect on the number of bulls offered. Now the reason we did that is because there were a number of breeders

who had good cattle. But they did not really want to fit them for the show purposes of the bull sale, go to the expense of bringing them here, staying with them through the sale and seeing them sold, and paying the ten or 15 per cent or whatever the cost is that they have to pay. Several of them approached us saying it should be surely fair to us to get this, provided we meet the qualifications. So we met, and I think this is useful.

**Mr. J. P. Spence (Kent):** Mr. Chairman, I would like to know whether I am in order under this vote. We are all interested in the best breeding stock that we can get, but it has been mentioned here about the three western provinces—I think it was yesterday—that they were going into feeding their livestock in the west, using up the surplus grain. Also it was mentioned yesterday that we are interested in a cow-calf operation in northern Ontario. We also know that a good many farmers get their supply of cattle from the western provinces. But the price of these is getting up to a little higher than that from which you actually could make a big profit, or a reasonable profit. Now, is there enough in the western provinces to feed the cattle that they have in the west, and what outlook have we, in the province of Ontario—in southwestern Ontario and northern Ontario? We have many, many feed lots and will require a tremendous pile of cattle in order to keep those feed lots in operation. Has the Minister any information to give us in regards to this? Is there enough supply of cattle to keep the feed lots that are available here in southwestern Ontario, in operation?

**Hon. Mr. Stewart:** Well, there is just no way of giving an answer to that question. As I said earlier, we bring into Ontario from 250,000 to 320,000 feeder cattle from western Canada annually. And I said as well that if Saskatchewan were to retain the 400,000 cattle that they normally export from that province, and were to feed them the grain in that province, they would only use up 40,000,000 bushels of grain. Now, that is a long way from using up even the surplus of feed grain, to say nothing about surplus of wheat. It is extremely difficult to know whether or not we are going to have enough cattle to go around this year, because the western farmer, not as much the feed lot operator, but the western farmer, is interested in buying ten, 15, 20 cattle himself, and throwing a few boards up around a barnyard or something, and feeding some grain himself to convert

some grain into cash. And that is actually what is happening.

Now, whether or not that trend will continue right through the fall movement of cattle from the ranches to the feed lots and farms, we do not know. So far it is continuing, and the local people are buying these cattle in western Canada, and they are not coming to Ontario in any great quantities at all. Frankly, I am sure that all of us who feed cattle share the concern that you have expressed, because we do not know where we are going to get these cattle. It is just as simple as that.

**Mr. Chairman:** Carried.

**Mr. Gaunt:** One other matter that I—well, two others actually—that I want to raise with the Minister. This matter that I am going to deal with now, I am not sure just what we do about it. I will preface my remarks by saying that I was talking to one of the leading Hereford men in our district, and he was telling me that he is experiencing (he and other farmers, I presume) some difficulty with the night cattle sales—community sales, in the evening. Now I think his point was, that as far as the evening cattle sales were concerned, this affected the buyer. A cattle beast is 30 to 50 pounds heavier in the evening than it is in the morning, just as you and I are heavier at night than we are in the morning. His point in talking to me was that, number one, for some reason or another, the light seemed to give a distorted picture, and number two, the buyers—the packers—more than discount this added weight in the evening. Now I do not know what you do about it. I do not know whether it is completely valid, or whether it is not. I solicit the Minister's comments in regard to it.

**Mr. W. Hodgson (York North):** Before we go on to that, though, I was just going to ask the Minister's opinion on getting breeding and feeder cattle down here in Ontario. The west do not ship any down and they feed them up there. How long is it that we are going to have over-production of beef cattle, and nobody is going to make anything? Have you any thoughts on that?

**Hon. Mr. Stewart:** Well, this is a concern; there is no question about that at all. And yet, when one looks at the projected figures, if we maintain our present consumption of beef in this country, we will need a sizeable increase in the beef cattle herd by, well, every year, but particularly by the mid-1970s. We will need a substantial increase, and by 1980 I believe it should be an increase of



over 100 per cent of what we have today. So that there is a future, if our economy continues buoyant, and there are people who are able to afford to buy beef. It is as simple as that.

As far as this matter that the hon. member for Huron-Bruce has raised, I do not think I have any comment to offer on it. I have found farmers who sell are fairly astute as to how they should go about selling them to their best interests. I would be very doubtful if they would be selling cattle at a time of day that they did not think was to their advantage. They don't have to sell them at night; there are many sales that go on in the day time. There may be an odd one that is carried on at night, but there are many others that go by day. With modern transportation it is not difficult to move cattle quite a piece.

Mr. Chairman: Carried.

Mr. Gaunt: Well, then, I want to pursue just for a moment the other two programmes under the plan. They are the herd testing programme and the quality meats programme. Have these programmes been largely accepted by the farmers? What is the degree of participation in these programmes? And while I am on my feet I might as well complete by remarks. I am also very interested in the federal-provincial sheep assistance policy. I was one who subscribed wholeheartedly to that programme, because here in Ontario our sheep population—notwithstanding my good friend from Prince Edward-Lennox (Mr. Whitney) and his contribution to the industry—has been declining. It has been declining in rather serious proportions. We have been importing a lot of mutton from New Zealand and so on.

It seems to me that sheep—a well-managed flock of sheep—will give a per dollar return to a farmer—it is just as attractive, even more so, than a good many other farm enterprises today. I think we should do everything possible to encourage participation in the federal-provincial policy whereby the breeders are brought down to eastern Canada, as I understand it, for breeding purposes.

I am wondering at the same time if this federal-provincial programme is being utilized to the fullest extent and how it is actually reflected in our sheep population in eastern Canada since its inception.

Hon. Mr. Stewart: In reply to your first question concerning the performance testing of beef cattle we have 200 breeders testing approximately 1,100 bulls, and we have 50

breeders that have their entire herd enrolled in the test programme. This, I think, is a fairly acceptable number of animals and number of herds in view of the fact that it is a comparatively new programme.

As far as the Federal-Provincial Sheep Assistance policy is concerned, on ewe lambs the total cost of transportation from western Canada to Ontario is paid jointly by the Canada Department of Agriculture and the Ontario Department of Agriculture. The entire transportation is paid there. In the case of mature ewes that are from one to five years of age, the federal department pays one-third, the Ontario department pays one-third, and the farmer pays the remaining one-third. Thirty-seven farmers qualified in the fiscal year of 1967-1968 for assistance on 3,465 ewes and 1,170 ewe lambs. We had well over 5,000 sheep brought down that year for Ontario. These ewes will, of course, be producing lambs, I would hope yet. They were just brought down two years ago.

Mr. R. F. Ruston (Essex-Kent): May I ask the Minister, were those lambs feeder lambs?

Hon. Mr. Stewart: No. These are breeding lambs. The freight subsidy does not apply on lambs going into a feed lot. It only applies on ewe lambs that are retained for breeding purposes.

An hon. member: So it was roughly 3,400 and 11,000, or 1,100?

Hon. Mr. Stewart: Eleven hundred—3,463 mature ewes, 1,170 ewe lambs, so that would be about 5,000—

Interjections by hon. members.

Mr. Chairman: I might mention, as a matter of interest, that for several years, the federal government paid a subsidy of \$2 for a top grade market lamb carcass and \$1 for a classification that was slightly under that quality. Now they have discontinued the \$2 premium and they are just simply paying the \$1 premium. Nevertheless, it is of some assistance. We were sorry to see it discontinued because it was an encouragement—more people were encouraged to go into sheep for that very reason, because that \$2 quality subsidy did help people pay for their trucking and commission and the different expenses incidental to marketing their lambs. The hon. member for Essex-Kent.

Mr. Ruston: Yes, Mr. Chairman. I just wish to bring up one or two things on this—not too much. As you know, there are not



too many beef cattle in my area, but I was wondering, Mr. Chairman, and you, Mr. Minister—I understand that a Professor Jones at Guelph has stated that possibly people in Ontario should go more into the cattle industry. I was wondering whether maybe it would be possible for the department to make a survey of amount of buildings and so forth, silos and so forth, that are now vacant in Essex and Kent county. During the last few years there have been an awful lot of people who have gone out of the dairy business in those counties—maybe through dissatisfaction or some other reasons, too. I think that possibly these people may use these to good advantage and also maybe increase stock or something for cattle purposes and breeding purposes. I was wondering, Mr. Chairman, if maybe the department could make a survey of the amount of vacant buildings in the area that are in reasonably good condition, let us say. An awful lot of them in the last 10 or 15 years were remodelled. I can think of one large one right near my area. I think there was about \$40,000 spent on it. They shipped them off about two years—or 1½ years ago, and they had some problems with quotas and so forth. They just sold their cattle—what they had—and the barns sit idle. There are a lot of them like this. I was just wondering if the Minister would have any comment on that.

**Hon. Mr. Stewart:** I think that your suggestion is worthwhile as far as the opportunity for expanded beef production in your area is concerned, to utilize those buildings. On the other hand, I think we have to recognize that you have to have feed to put into those buildings. Also, are the farmers in that area more interested in producing cash crops and not having to do chores in the winter-time than they are in producing fodder crops that they will have to put in those barns and feed out to cattle during the wintertime? These are the basic elements regardless of the fact as to whether there are buildings or not.

At the Ridgetown Agricultural College every year we have a special beef cattle day put on by the Southwestern Ontario Beef Cattle Producers' Association from the respective counties. They stress—and I know Professor Jones has stressed this as has Dr. McDonald at Centralia College—that there are opportunities for the production of beef feeder cattle in southwestern Ontario that are second to none in Canada if one were to utilize the corn fodder that is left on the

fields after the corn has been harvested by combine or by picking cobs.

So it looks to us here as though there is a tremendous amount of cheap feed going to waste. At Ridgetown College experimental work has gone on in harvesting that fodder corn, putting it in pit silos, and carrying through the—First of all the first experiment was done on unbred heifers. The next year it was done on mature cows and last year I know it was done on heifers that calved and had their calves raised on that project. I have not seen the results of it, but I saw the cattle. Certainly there are opportunities here and I would like to make this suggestion to the hon. member, if I may, Mr. Chairman, and to those members from southwestern Ontario: I think we should be encouraging farmers to use buildings such as you refer to to carry some of these cattle through the wintertime as a place to run. Maybe they can put some of this corn fodder that is going to waste in Essex county because there are no cattle there to use it now—it is being ploughed down—in some of these unused silos. Perhaps as a side venture to their main cash crop operation they could carry a number of beef cows and raise the calves and sell them, if they want to, at 400 pounds or 450—or 500 pounds as feeder cattle if they do not want to go to the trouble of feeding the grain to them and carrying them through. It is a lot easier to carry a cow herd than it is to really get down to the business of feeding cattle. It is a highly technical job today. I think that is a suggestion that might bear some fruit.

**Mr. Chairman:** The hon. member for Oxford.

**Mr. Innes:** I had a question, Mr. Minister, which I asked but did not really get a direct answer to. The question was about a central beef testing station. As you know, the AI units in Ontario are endeavouring to give the best possible service they can and to utilize the best bulls. At the moment we have to test our own progeny and as such it is not a uniform set-up. By reason of care and management and different rations, it is quite conceivable that it is an artificial test. As I mentioned, I gave you the British Columbia figures there—that is a uniform type of testing where there is—and either they make it or they do not. This is something I would like you to look into. Currently the AI breeding units of the province are thinking very seriously of setting up their own test station in western Canada. It seems to me we should

get some co-operation here on this before we have to do that.

**Hon. Mr. Stewart:** Mr. Chairman, I appreciate those suggestions and I think the point is well taken. It has a good deal of merit. We are actively considering such a proposal now as to how it could be worked out. Perhaps there are many ways it can be done. We are taking a look at all of those.

**Mr. Innes:** Mr. Chairman, it seems to me that the federal government must be participating in the British Columbia programme.

**Hon. Mr. Stewart:** We have not had a chance to read that. You keep us so busy we have not had a chance to read it. We will read it.

**Mr. Chairman:** Carried.

**Mr. Gaunt:** Just out of interest, I am wondering about the boar premium policy and how the new grading system has reflected on it. I know that the federal government raised the standards for the new grade system. I think it started out at 143 and they raised it to 205. There was some suggestion that this was motivated by the fact that there were too many hog growers that were qualifying for the premium and so they raised it. I cannot comment on that. Maybe this is so but I do not know. I know the standards are fairly high in order for farmers to qualify for the premiums. I know that many farmers have certainly taken the programme very seriously and are attempting to buy premium boars and so on because this premium is certainly very attractive if one can get a grade approaching 108 or 109. I am wondering if this new grading system has actually had any overall effect insofar as the boar premium policy is concerned and the number of boars that have qualified since the new grading system came in?

**Hon. Mr. Stewart:** I cannot tell you the number that have qualified since the new grading came in. We have the figures here for 1967-68 and we paid out \$49,420 on 1,629 boars. I am not certain whether the new back-fat testing probe was used for that entire year or not. It came in during the year did it not? 1968? I do not think we have a breakdown of the number on which premiums were paid before the policy was changed and the number which were paid after the policy was changed. That is the method of testing, I should say.

**Mr. Gaunt:** So you have got no area of comparison.

**Hon. Mr. Stewart:** No, not on this year's estimate, we have not. On these figures here—there may be figures in the livestock branch. We do not happen to have them right here. Certainly this new technology of testing boars is certainly in operation and it is very popular. I doubt if there would be anybody who would buy a boar in Ontario today for a commercial—certainly who would not want it back-fat tested. It is very popular and I think it will certainly contribute to the improvement of pork products in this province.

**Mr. Chairman:** Carried.

**Mr. Spence:** Under the compensation for damage by hunters—\$15,000. Is that on the increase?

**Hon. Mr. Stewart:** No, it is not.

**Mr. Spence:** How much in damage cases did you have last year?

**Hon. Mr. Stewart:** About \$14,400, something like that for the year. I beg your pardon?

Interjection by an hon. member.

**Hon. Mr. Stewart:** About 100 claims.

**Mr. Chairman:** The hon. member for Huron-Bruce.

**Mr. Gaunt:** Mr. Chairman. I am just wondering what the loss experience of the department or the branch has been during this past year. Has this been up or down? I believe it usually runs about two per cent, which is a fairly good record.

**Hon. Mr. Stewart:** No. It has held quite consistent as a matter of fact as far as we are concerned. There has not been any great fluctuation one way or the other.

**Mr. Spence:** How many are behind with their payments in Junior Farmers Loan?

**Hon. Mr. Stewart:** Two hundred and thirty-nine.

**Mr. Spence:** Out of how many?

**Hon. Mr. Stewart:** Out of 5,706.

**Mr. Chairman:** Carried.

**Mr. Makarchuk:** The government is phasing itself out of the loan business and they say this is one of the recommendations brought about by the report. The report also says there should have been an authority handled by the province and not the federal government. I want to hear the Minister's comments.



**Hon. Mr. Stewart:** I answered that question before, Mr. Chairman, in great detail.

**Mr. Chairman:** Carried.

Soils and crops.

**Mr. I. Deans (Wentworth):** Mr. Chairman, I would like to deal just a little while with soils and crops. I was reading some time ago—and I thought this would be an appropriate time to bring it up—a report on a study that was conducted into a part of the Niagara peninsula, back in 1957. Without going into all the merits of the study, I think it might be well to discuss the whole area of the use of the soil and the proper function to which it might be put under this vote.

In the conclusion and beginning of this particular study which was conducted in Louth Township, as you probably know, it said that the objective of the survey was to study as completely as possible the soil, land use and the geographic economic aspects of Louth Township. Of course, it was done in that area, I presume, because that happened to be a study area. It was supposed to be carried out in the remainder of that part of the Niagara peninsula. In another portion of this particular conclusion it said—Although the report contains a comprehensive study of agricultural situations in Louth Township, it alone does not provide all of the information required for land use planning in this or any other municipality faced with similar land use problems.

Right down through the Niagara peninsula we are being faced on a daily basis with the difficulty of the decision that has to be made: whether or not the land that is presently being used for the growth of fruit products will continue in that area and whether or not it is being put to its best use. I am becoming increasingly more concerned about the fact that the amount of land that is being used now in the Niagara peninsula for the fruit growing industry is diminishing at a very rapid rate. Now the—

**Mr. Johnston:** Mr. Chairman. May I interrupt this hon. member for a moment?

**Mr. Chairman:** Yes.

**Mr. Johnston:** Does not this properly come under rural development?

**Mr. Deans:** I wondered about it but I think it relates almost directly to soil testing and making best use of the soil and the land? I felt that that came under the—portion of the soil and crops where you dealt with the

grants and subsidies and studies into the use of land.

**Mr. Johnston:** I do not think so; however, it does not matter to me.

**Mr. Deans:** It seemed to me as I looked at it that anything dealing with the use of the soil falls within this particular vote. I am quite willing, of course, to raise it as another point.

The thing that is concerning me and, I think, most of the farmers in the Niagara peninsula is that we have reached a point where there has to be some direction given by the Department of Agriculture and this government in terms of whether or not we are going to maintain an industry—a fruit growing industry—in that area. What we have got to be sure of first of all is that the proper use of the area is being made. From what I can see of this particular report it seems to me that there are many areas in the peninsula—and-township is a good example of the entire Niagara peninsula—I think it fairly well depicts the conditions right down through the Grimsby area too. I think it can quite easily be taken that all of the townships right through the Niagara peninsula face the same kind of problems. One of the major problems occurring right now is that we are losing a very great deal of very valuable farm land. Land that is well suited and land that has proven its worth in terms of growth potential is being taken for urbanization without any concern being given to whether or not the land that is being left is suited to the continuous production of crops. What I find happening, I am sure that any of the members who come down through that area will also find. Right down through the Niagara peninsula the farms that have been most productive are rapidly being eliminated from the production end of farming and have been taken over in many instances by development companies and are sitting in a state of non use. One of the problems that the farmers of that area are facing in this particular concern is because of the orchards and farms that are being left. Much of the infestation is spreading into the other adjacent farms.

It was brought to my attention—I think the Minister is probably aware of it—that under The Abandoned Orchard Act there has never been a conviction. There has never been, as far as I can find out from the inquiries I have made, even been an attempt to convict. Yet we are allowing the farms to sit idle, to become infested with the kinds



of infestation that take place in the fruit industry. This is spreading right down through the Niagara peninsula. It is creating a great difficulty for adjacent farmers. They are having to spend considerably more of their money in fighting off the growth from the abandoned orchards. Yet nothing is happening in terms of this department taking some action and putting a stop to it.

What I am really saying is that some farms are remaining in production and many of them are operating on soil that isn't of top quality while many farms are going out of business that have been operating for a considerable number of years on soil that is obviously of a better quality. This department is taking no action in regard to assuring that we are making best use of the land that is available and at the same time is not doing anything to protect the farmer who is at least trying to maintain continuous operation. In other words this farmer is having to spend more and more of his difficultly earned dollars in protecting what little bit is left in terms of the production of fruit in the peninsula.

It is a very difficult thing—I recognize the problem of determining whether or not we are going to allow some kind of an urbanization just to spread like the tentacles of an octopus right down the peninsula. But the problem here arises that if we are not now prepared to make an intensive study of the type recommended here of the entire peninsula and to set goals on the use of the land in that area in terms of whether it can be allowed to deteriorate—and I use that word advisedly—into urbanization, we are going to be faced with a very great and grave problem of not being able to compete in the market place. We would therefore be at the mercy of areas well outside the confines of this country—areas which are able to produce and whose governments are protecting them.

I think the Minister would probably agree with me that much of the peninsula is in need of study, particularly now that we are going into regional government. I think that a much more intensive study of the entire area in terms of the use to which land ought to be put has got to be undertaken. I think that the results that came from this particular study have in the most part been ignored. I think that the department has probably studied it—probably read it, no doubt—but I think that actually the recommendations and the indications of the productivity and the availability in the use of land have in the most part been ignored. The most important

part of all is the clear indication that this same situation prevails right throughout the Niagara peninsula. This should have motivated this particular department into a more intensive study of the entire area to assure the continued growth of the industry but this has failed to materialize.

I suggest to the Minister that unless there is an immediate programme undertaken to assure the citizens of this province that the best use for land is the use to which it is being put, we are going to be faced within ten years with complete disintegration within the fruit farm as we know it in the Niagara peninsula. The tremendous pressures that are put on by organizations and the fact that the farmer can get \$10,000 an acre for his land when actually it is only worth in agricultural terms maybe \$500 an acre is something that has to be given grave consideration.

If there are farms—which after the testing is completed can be proven to be less than productive—in other words, if it can be proven that those farms cannot measure up to the productivity that is required to meet the competitive market, then we have got to decide that there can be proper zoning and that these areas can be used for other things.

But we cannot permit and we cannot sit by—and I am not suggesting that we walk down with a big stick—and allow the kind of pressures that are being put on the farmer to destroy this very vital industry in southern Ontario and particularly the peninsula. I would be interested to know from the Minister before I go any further, whether or not he has undertaken any additional studies of that entire area in terms of soil testing to find out whether there is the viability factor there that would permit farms to operate economically and in terms of the market place, and whether or not it has been done recently or whether or not he plans a programme that will bring this out. We have now reached the point where the use of land—the use that it is put to—is a vital concern to every one of us. This is why I say it falls well within the area of testing and making best use of what is available. I would like to ask the Minister if he would comment on the whole area.

**Hon. Mr. Stewart:** Mr. Chairman. The hon. member's speech takes me back to the first speech I made in the committee many, many years ago as a new member of the Legislature. I spoke almost on the same lines that he spoke today and I captured headlines in several papers but what a wonderful thing and idea that this was.

Then I started to get letters from the people in the area. People in the area said, "Who are you kidding? This is our land and we will sell it to whomever will pay us the most for it". Now the hon. member has referred to \$10,000 an acre land—

**Mr. Deans:** May I ask you a question, Mr. Minister?

**Hon. Mr. Stewart:** No. I did not ask you any questions while you were doing the talking.

**Mr. Deans:** I was open to it of course. I never refused.

**Hon. Mr. Stewart:** —and I prefer if you would let me answer the questions. You threw out a lot of charges about us doing nothing.

**Mr. Deans:** I asked if you were doing anything.

**Hon. Mr. Stewart:** Oh! no. You said on several occasions this department has done nothing.

**Mr. Deans:** It happens to be my opinion.

**Hon. Mr. Stewart:** The fact of the matter is that you do not know what you are talking about and that is a fact.

Some hon. members: Right. Fine.

**Hon. Mr. Stewart:** That is the first premise to start with.

**Mr. Deans:** Well, we will begin from there.

**Hon. Mr. Stewart:** The second premise is this: that we have the most important horticultural station in all Canada, located right at Vineland and that station works with the fruit and vegetable growers of that entire area. They work with them not only for soil testing, but they work with them as well for foliage testing to determine whether or not trace elements are missing in their fruit leaves, tree leaves and what have you. They try to find out what is wrong with the soil and what they can feed it for the product they are trying to produce.

They describe to those people through variety testing on their various soils the type of crop they can grow—be it peaches, various varieties of grapes, cherries or what have you. This is done at the Vineland station. We have opened another station at Simcoe in Norfolk county to carry on essentially the same kind of work. They work in conjunction. I would say that that staff is so busy engaged in working with the people in

that area that I would wonder how it could be a more effective programme.

You mention the fact that somebody should do something about it. I would agree that if one says that this is the only area in Canada that we can produce these kind of fruit varieties that you refer to then it is of concern. But I recall very well a reaction to a speech I made many years ago was that the people of Essex county and of Kent county got on the bandwagon and started writing letters to me saying, "Look, we can grow more peaches in Essex and Kent county than they can in the Niagara peninsula. What are you worrying about? Let them sell their land for \$10,000 an acre we will grow you more peaches than you have ever had."

When I drive through the Niagara peninsula, I can not help but be impressed with the number of abandoned farms already there. The hon. member referred to it, so be it, they are owned by developers. Now, what is the reason for all this? If they are owned by developers, why did the people sell if it is so important to them to produce this fruit product.

**Mr. Deans:** Because of a lack of government action to assist them.

**Hon. Mr. Stewart:** Oh, come on now.

**Mr. Deans:** Because this government did nothing last year—

**Hon. Mr. Stewart:** Stop that nonsense.

**Mr. Deans:** Alright, what did you do when the federal government went to Australia and entered into an agreement with them that they would, in return for the sale of heavy machinery, permit the Australian government, or the Australian people, to import into Canada, tax-free, canned fruit? What did you do then to bring to the attention of the government the effect that this would have on the farmer of southern Ontario?

**Hon. Mr. Stewart:** Now I know you don't know what you are talking about. Because if you had read the speeches that I have made from one end of this country to the other, you would know that we have taken very effective action as far as we can go. But under the constitution, and if you knew anything, you would know that under the constitution—

**Mr. Deans:** Well, tell me what you did.

**Hon. Mr. Stewart:** The federal government is completely in charge of importations of

food products into this country and we can not—

**Mr. Deans:** What representation did you make at that time?

**Hon. Mr. Stewart:** —do one thing about it. I made all kinds of representations to the federal government, and we still do, but you can talk until you are black in the face and you can not change the law. The law says that the province has nothing to say about the importation of products coming in. Now there is the fact of the matter right there.

**Mr. Deans:** I find that rather interesting. Of course, this is perhaps where the communications break down somewhere along the way. But the investigation that I conducted indicated that the farm products marketing branch of The Department of Agriculture said no direct contact was made with the federal Department of Agriculture on that particular problem.

**Hon. Mr. Stewart:** Well we have had contact.

**Mr. Deans:** You have? Well you say you have. You had better get together with your officials.

**Hon. Mr. Stewart:** On so very many products, so very many I have—

**Mr. Deans:** You said on that particular problem.

**Hon. Mr. Stewart:** Well, we can, I suppose, single out very many problems and very many products that we have taken up with the federal government in many, many ways.

**Mr. Deans:** But you sit there very piously saying that we have done, we have done. What have you done?

**Hon. Mr. Stewart:** We have done—

**Mr. Deans:** Let me just go back. You say that they are doing the soil testing in Vineland, and I want to say, by the way, that they do a fine job at Vineland, but what in the way of government policy evolves from the findings that come out in Vineland? What in the way of some form of zoning evolves in the—

**Hon. Mr. Stewart:** Are you suggesting now that there should be provincial land-use zoning in that area?

**Mr. Deans:** I am suggesting that this is the end result and will be the end result with what is happening.

**Hon. Mr. Stewart:** Are you suggesting that that be done? You have not made one single recommendation today. Not one.

**Mr. Deans:** I suggested that—

**Hon. Mr. Stewart:** You are criticizing. Are you suggesting that the provincial government—

**Mr. Deans:** I am suggesting that it is necessary for the orderly and continuing growth of this province to establish land-use priorities; that we cannot allow people whose only concern is the making of additional dollars upon dollars to take over the land that we desperately need to be competitive. That is what I am suggesting.

**Hon. Mr. Stewart:** So you are suggesting then that the government should move in and say to these farmers you cannot sell this land. You have got to retain it for fruit growing as long as perpetuity goes on.

**Mr. Deans:** No. I am suggesting—

**Hon. Mr. Stewart:** Are you suggesting that?

**Mr. Deans:** If, as I feel is the case, the Niagara peninsula is an important part in the development and the growth of the fruit production industry. If farmers want to sell, I think this government can take action to acquire the lands and lease them.

**Hon. Mr. Stewart:** Oh, you are suggesting now that the province should buy all this land up. Is that right?

**Mr. Deans:** I am suggesting this can be done quite easily with those who are prepared to sell. But there are many who want to stay in the field. There are many in that area who want to stay in the farm field.

**Hon. Mr. Stewart:** You are suggesting now that—

**Mr. Deans:** But they are being forced out of the farm industry field because of the high taxation that evolves from the permitted, urbanized sprawl. That land is then taxed on the basis of the services that have to be provided and they cannot meet that taxation.

**Hon. Mr. Stewart:** Well who permits it?

**Mr. Deans:** You permit it by not taking some form of action to protect them.



**Hon. Mr. Stewart:** Oh, you are suggesting state ownership of land. Right?

**Mr. Deans:** I am suggesting that—

**Hon. Mr. Stewart:** You are suggesting state ownership of land.

**Mr. Deans:** I am suggesting that when—

Interjections by hon. members.

**Mr. Deans:** I am suggesting that when farmers have decided they can no longer maintain the viable operation of the farm and want to get out, and if we as the government feel that this land should continue in a farm community because of its potential, and because of the need for the farm industry to remain, that this government ought to take steps to acquire it.

**Hon. Mr. Stewart:** State ownership of land.

**Mr. Deans:** That is not state ownership of land and—

**Hon. Mr. Stewart:** Certainly it is.

**Mr. Deans:** —and it all seems very nice to be glib. I can say to you, sir, I might by way of congratulations, that it was this glibness, this very smug attitude, that was the greatest contributing factor to our success in Middlesex South.

**Hon. Mr. Stewart:** Is that a fact?

**Mr. Deans:** Thank you.

**Hon. Mr. Stewart:** Well, is that not interesting? Now as for The Abandoned Orchards Act to which you referred that there was no use being made of it, in 1967 there were 12 applications made for charges under the Act and in 1968 there were 11 applications made. Now, I do not know what the results of those—

**Mr. Deans:** Well the results are important.

**Hon. Mr. Stewart:** —were, but at least this was done. This Act was passed and it was provided so that people could do something about those abandoned orchards that were a hazard to the local area. Now I would say that it is up to the local people. If they want to use that Act, they can use it. There is concern, no question about it, with the loss of Niagara fruit lands. But I think we have to recognize the fact that the people who own the land should certainly have the first say about how it is disposed of.

Now if we were to implement land-use zoning right across the province of Ontario,

and were to say that land must remain in perpetuity in any particular condition or character, then it would seem to me we have an obligation to buy that land at the going price for that land.

**Mr. Deans:** At the going price? But that land's going price, if it is in the centre of the farm community, is at the farm price—the actual value of the land as a productive farm.

**Hon. Mr. Stewart:** Well it is not putting it—

**Mr. Deans:** This particular point is that you are permitting the urban sprawl. You are permitting the land prices to be forced up and destroying the initiative incentive and even the profitability of remaining on the farm. Now this may well not affect the dairy farmer, I do not know. But I know the difficulties confronted by the fruit farmer and he is having many of them.

**Hon. Mr. Stewart:** Yes, that is true.

**Mr. Deans:** He has made these representations to you. Perhaps not in the same way as I do. Perhaps not even the same representation. That is fine. This is his right. But it seems to me, that when you talk in your own documents of making total commitment to the area of regional economic development, this in effect means that you are going to make some effort to maintain the regional development in the manner that will best benefit the people of the area. And it will best benefit the people in the Niagara peninsula to have a fruit industry of its own that will be able to be used as a level against the price increases and the continuous pouring across the border from the fruit-growing industry of the United States, or perhaps Australia, or perhaps even France.

What I suggested to you some time ago, since we are in this, I will get out of the way at the same time. The difficulty in the Niagara peninsula is one you will well recognize I am sure. But because we do not reach the marketable product at the same time of year as our friends south of the border, or people in other countries, we find ourselves having to make do with an equalized price considerably lower than the price that those other people can get for their product because they get the early season price which is invariably higher.

**Hon. Mr. Stewart:** What do we do about that? Are you asking us to change the weather or the climate?

**Mr. Deans:** No, I am not asking you to change the weather or the climate.

**Hon. Mr. Stewart:** Well, what are you suggesting then?

**Mr. Deans:** I am asking you to take some firm positions as the government of Ontario, on behalf of the farmers of that area. At least take some firm positions with Ottawa in regard to its policies of excise tax as I asked you some time ago.

**Mr. J. Root (Wellington-Dufferin):** Mr. Chairman. I probably should not say this, but the member said that this was a policy of the government, buying the land and leasing it back. That was an issue in the last provincial election in my riding. We had three joint debates in a rural riding where this was suggested. Your man proposed it, we debated it, and the people said about six to seven to one that they did not want any part of it. We are free enterprisers, I said from the platform. They tried the system of state-owned land in Russia and at that time—

**Mr. Deans:** You are clouding the issue.

**Mr. Root:** I am not clouding. I am clarifying it.

**Mr. Deans:** You are clouding the issue.

**Mr. Root:** I am enlightening you that your man made an issue of this very thing. He said that was the policy in your party.

**Mr. Deans:** I do not feel that my man made an issue of it.

**Mr. Root:** All right, your candidate then.

**Mr. Deans:** I am speaking on behalf of the people I represent as you speak on behalf of your people.

**Mr. Root:** Well I think you represent very much an urban riding.

**Mr. Deans:** I do not represent too much an urban riding.

**Mr. Root:** All right, then you are saying that the government should buy up land. Perhaps we should stop developing in Toronto and in Oakville and in Burlington.

**Mr. Deans:** You can draw whatever conclusions your warped mind can draw from what I said. That is not what I said. If that is what you heard, you were not listening.

**Mr. Root:** I was listening. But I am just reminding you, you referred to the byelection

in Middlesex. I am telling you we had an election which would have made an issue on three platforms. I carried every municipality and I took about seven times as many votes as the man who proposed—

Interjections by hon. members.

**An hon. member:** That was a vote for you, John, not for or against any policy. You know that.

Interjections by hon. members.

**Mr. G. Bukator (Niagara Falls):** A point of order, Mr. Chairman. Is it in order for an hon. member of this House to say to another member that his warped mind, as I gather that he said about the hon. member over there, this gentleman from heaven knows where—

**An hon. member:** Withdraw the statement.

**Mr. Bukator:** He said a man with a warped mind.

**Mr. Deans:** If that is to be considered unparliamentary, I withdraw it.

**Mr. Bukator:** It is far from gentlemanly, I will tell you that.

**Mr. Ruston:** Well, just to enlarge on this a bit with regard to soils and crops. Since we got into land-use planning. The policy of the government is already stated, Mr. Chairman, by another Minister. And, in fact, in my own riding, the Minister of Municipal Affairs put a freezing on four townships in my riding that do not allow a farmer to sell an acre off. So now, Mr. Chairman, there seems to be some conflict here as to what the Minister of Agriculture and Food is saying and what the Minister of Municipal Affairs is saying. The Minister of Municipal Affairs distinctly did this with four, and I know of other townships as well.

There was one place I know of, for instance, that the farmer had 85 acres. He wanted to sell one lot off—there was even a water line going by and everything—and the Minister of Municipal Affairs said no. So I do not know. I was connected with the township for a number of years. We put in a plan for the township and zoned it residentially and so on in certain areas. I thought at that time that we needed to protect our farm land in order to have food. But I think that the farmers have got so efficient the last number of years that maybe we do not need quite so much land for food.

Interjections by hon. members.



**Mr. Ruston:** I just think that the departments here should plan to get together on what one is doing. I cannot see the Minister of Agriculture and Food saying what he has said when one of his other Ministers is doing exactly the opposite.

**Mr. Chairman:** I would like to point out that the debate in the last short time has been very much out of order. You can see we are under soils and crops and now we bring in Municipal Affairs and other departments, and some of the things that were said. The purpose of the estimates is to give you the opportunity to question these items—land use, soils and crops—and I would suggest that we get back on the track and let us pursue the items as they are listed.

**Some hon. member:** But, Mr. Chairman—

**Mr. Gaunt:** I do not want to challenge your ruling on that but I think that the use of land very much is hinged on the kind of use that the soil can be put to and—

**Mr. Chairman:** We have allowed you to make that statement, but we are saying that—

**Mr. Gaunt:** Oh! You are now putting people off then—

**Mr. Chairman:** If you do challenge it, we will put it to the challenge because we feel that we were—

**Mr. Deans:** Sure, he has not had a challenge for the last three days now—

**Mr. Chairman:** You have had every opportunity. The hon. member for Huron-Bruce is next.

**Mr. Gaunt:** Mr. Chairman. I was just going to make a few comments along the same lines, recognizing full well that perhaps it is out of order. My friend from Wentworth made some comments in this regard, and I was intending to make some comments under Rural Development in the same connection.

Interjections by hon. members.

**Mr. Gaunt:** Certainly if I make it here I will not be making it again under Rural Development, so I—

Interjections by hon. members.

**Mr. Chairman:** That is what I would suggest that we do. Carried.

**Mr. Gaunt:** If I am ruled out on that, I could pursue it under Rural Development. We

will go back to discussing soils and crops and the various items listed here. I was very interested to read in the corn report, for instance, that some of the recommendations that were set out there—and I noticed that the committee as it was proceeding indicated that because of the marketing procedures related to corn in the province of Ontario the corn growers in Ontario had some difficulty in capturing the industrial markets. The corn produced here in Ontario was mainly used in the feed area rather than in the industrial area simply because we do not have the same type of efficient marketing systems that they apparently have in the United States, hence the United States growers could engage in forward contracting. We could not.

**Some hon. members:** This should be under Soils and Crops.

**Mr. Gaunt:** If I may just put the point that I was coming to. I realize that some of this is under marketing, but I want to ask if, in fact, the marketing is the only reason why we cannot capture the industrial market. Is our corn of high enough quality or of equal quality to the United States' corn—certainly this comes under Soils and Crops—Mr. Chairman—to compete adequately in the industrial market?

**Hon. Mr. Stewart:** I would like to refer that question to the deputy Minister and the chairman of the Corn Study committee.

**Mr. E. M. Biggs** (Deputy Minister of Agriculture and Food): Mr. Chairman, first of all we received no indication that, from the standpoint of quality, the Ontario-produced corn could not capture the industrial market. There were two or three points that were made. There is one particular brewery which shall remain nameless which says it makes a point of buying Ontario corn as much as they can. This to us indicated that, so far as this particular product was concerned, that it competed with any American corn.

The first point that was made was that the corn moved—this has been touched on this week already—into the terminal elevators in eastern Ontario, and was on the spot so that the industrial people could buy it. The other point was that because of the type of marketing the corn that came in in rather small lots—truckloads and this sort of thing—was not of interest. They would like to buy ahead in quantities large enough that could be delivered in bulk. These were the main reasons given. There was no question of quality as far as we were able to determine.



I want to emphasize there was an eagerness, we felt, on the part of the industrial people to use Ontario corn providing they could get it in a way that suited their particular needs.

**Mr. Spence:** Mr. Chairman, There is a lot more corn that could be grown than is grown in southwestern Ontario, and in other parts of the province. But at harvest time the price is so low that it seems the storage is one of the big problems in regard to some payments. Has the Minister come up with or does he intend to take any action on this corn report? Has he given any thoughts? I would like to hear his comments. Is there going to be any action on this report?

**Hon. Mr. Stewart:** That is entirely up to the farmers. The corn report indicated that it was up to them to decide what they wanted to do, and they can do that if they wish to do it. We do not intend to inflict any corn marketing programme on them.

**Mr. Chairman:** Carried.

**Mr. Gaunt:** Mr. Chairman, I want to get into the business of weed sprays and insecticides. There was a problem earlier on, insofar as the department was concerned—and more particularly The Department of Health. I notice that Eftam was one of the products that was causing some difficulty. That is to say farmers could buy it in the United States cheaper than they could buy it here and Department of Health regulations would not permit the importation of that particular product. First of all, I wanted to indicate some of the price comparisons and then draw, Mr. Chairman, the conclusion that this type of thing should remain with The Department of Agriculture and Food rather than The Department of Health. I think that it does cause great hardship to the agricultural community when this happens. It certainly caused economic loss in this case. I want to stress that I think that in these particular cases The Department of Agriculture and Food should have jurisdiction because I think The Department of Agriculture and Food understands the problem from the rural point of view more than does The Department of Health.

This year for instance—I really do not know why the price difference, but the difference between the price of a pound of actual Eftam in the United States as compared to Ontario was 78c a pound dearer in Ontario than in Michigan. If one projects that over the province—this is used in the spring bean

crop—over the number of acres that are planted in the province it amounts to quite a sizable amount. In this one case, in South Huron, the gentleman had 200 acres of beans. The saving amounted to \$560 over buying it in the United States and buying it here in Ontario. If we expect 100,000 acres of beans to be grown in the province of Ontario this is something the neighbourhood of \$280,000 to bean producers and that is only one product. We are talking in large figures in these cases.

So I am wondering, first of all, why the department gave up this particular jurisdiction over insecticides and weed sprays and so on and if there is any thought to taking it back again?

**Hon. Mr. Stewart:** Mr. Chairman. May I say first of all that a problem that did develop last spring was the implementation of regulations by The Department of Health. Fortunately we were able to discuss with the department the implications and got the policy reversed concerning—and Eftam. I believe there were four products that were apparently stricken from that list of pesticides that were banned in Ontario.

I appreciate the comments of the hon. member but perhaps this should rest with The Department of Agriculture and Food. On the other hand there is an inter-departmental committee on pesticides that can deal with these matters on an inter-departmental basis. When one considers the implications of health, then perhaps there is some merit in leaving it in The Department of Health, providing the pesticides—inter-departmental committee on pesticides—deals with all these recommended regulations before they are implemented. I think that is probably what happened in the spring. I do not think it will happen again.

**Mr. Chairman:** The hon. member for Wellington-Dufferin.

Interjections by hon. members.

**Mr. Root:** I would just like to ask at this time why certain insecticides—a lot of them are being used in certain sections of Ontario. How many I cannot say offhand. We wrote to the Minister of Health and it was too late to get them back. I cannot think of the name of them but they went to quite a loss because we use large quantities—78c a pound difference than what you could have bought it for in the United States. In fact, there is one company trying to sell it illegally and they are even saving money by paying the fine.

**Mr. Hodgson:** Mr. Chairman. The question I want to ask—I notice you say a \$115,000 subsidy on transporting lime for agricultural purposes. How is that subsidy based. Is it based on a ton or mileage basis? Where is the main area in which this lime is used? Is there any particular area?

**Hon. Mr. Stewart:** It is a policy that applies across the province. It is based on a mileage per ton basis and I believe that it cannot be greater than the transportation by rail if I am not mistaken. That is tied into the limits that are placed on it. Most of the lime that is used in Ontario is used in eastern and northern Ontario. It is based also on a soil test. The fellow that makes the application has to have a soil test indicating that his land requires lime before we will pay the subsidy.

**Mr. Root:** Now that they have found a breakthrough in knocking out phosphate with lime in sewage treatment plants, I have asked our research people to inquire into the nature of the sludge. If it has no phosphates and more nitrates and lime—

**Hon. Mr. Stewart:** Of course, most of the soils in south western Ontario, and I suppose northwest of Toronto, would have acceptable lime levels. Certainly, I know on our farm, the lime level is almost a little high for what is normal on a farm.

**Mr. Chairman:** The hon. member for Yorkview.

**Mr. F. Young (Yorkview):** Bringing us to another question—the common barberry eradication programme of \$75,000. I have asked the Minister about this in former times but I was very interested last spring when one of my neighbours set out a whole new garden. Spotted here and there in the garden were common barberry, some were red but some were the green. I asked where he got them and he said he went to the nurseries and got them. I made it my business to look in on several nurseries where I did business last spring and in every case we had barberries for sale in those nurseries. I do not know what the policy is in connection with this eradication programme, but it seems to me that if these barberry bushes are going to be sold in this way, particularly in the suburban areas which are adjacent to agricultural areas where wheat is grown, that this is rather nullifying the policy of the department. I wonder whether the Minister has looked into this whole matter of nurseries selling barberry bushes and proliferating this danger at the

very time when he is trying to eradicate the whole problem?

**Hon. Mr. Stewart:** Mr. Chairman. That is a problem we will certainly look into. I cannot imagine why anybody would buy it because they know as soon as they have bought it, it is going to be torn out.

Interjections by hon. members.

**Hon. Mr. Stewart:** Oh, yes! The Japanese barberry is quite acceptable; no problem there at all.

**Mr. Young:** Right!

**Hon. Mr. Stewart:** Are you sure this was the common barberry?

**Mr. Young:** That is right, it is the green leaf barberry.

**Hon. Mr. Stewart:** We are told we do not know of anybody selling it. Would you tell me where he bought that?

**Mr. Young:** Yes, if I can get it.

**Hon. Mr. Stewart:** Well, where did the fellow buy it?

**Mr. Young:** I will give the Minister the location if I can.

**Hon. Mr. Stewart:** Well, would you, please?

**Mr. Young:** Does Japanese barberry have a green leaf the same as the other one?

**Hon. Mr. Stewart:** Oh, sure.

**Mr. Young:** I will check back.

**Hon. Mr. Stewart:** Would you, please?

**Mr. Spence:** Mr. Chairman, I would like to go back to the farm income report on the corn industry in the province. I was somewhat disappointed in that report in that it did not bring out some of the products that are manufactured from corn and the spread between what the producer gets for the corn and what the consumer has to pay for the finished product. It was staggering to me some of the reports that I got. I thought the farm income report would go into this and see that the farmers were getting a fair deal. I know that there must be a reason why you did not do this. Maybe this is not a fair question, Mr. Minister, but I would like to hear your remarks.

**Hon. Mr. Stewart:** First of all, Mr. Chairman, the report really did not cover this. We had no indication that there were going to be



certain production problems because of the wet weather. Actually the estimate for corn production for this current year was going to look about 11 per cent more than last year. Therefore the committee attempted to get the report covering those matters that seemed important as quickly as possible.

**Mr. Chairman:** Carried.

**An hon. member:** Carried.

**Mr. Chairman:** It has been suggested that veterinary services, communicable diseases, regional veterinary and regional veterinary laboratories be considered at the same time and along with the veterinary section on page 15 at the top of the page with veterinary services—regulatory. Because they are dealing with veterinary services in some phase or another, and to avoid confusion, it has been suggested that when we reach that point on vote number five, we automatically include those who sections in our present vote. With the agreement of the committee we will therefore turn to page 13, vote number 104, rural development.

**Mr. Gaunt:** Mr. Chairman, I would very much like to follow up on what has been said previously in this connection. Particularly as it refers to land-use planning and so on. I was interested in hearing what the Minister had to say about the problem. I am wondering how this jibes with what the Premier had to say. I believe that in reference to the federation brief, with respect to land—

**Mr. Chairman:** If the hon. member will pardon me for just a moment. I should have spelled out the fact that we tried to deal with in three sections agriculture, rehabilitation and development. I think that you are probably in order.

Then there are the telephone service and grants on The Community Centres Act, so that we can deal with each clause phase by phase. I think that probably you are in order under ARDA.

**Mr. Gaunt:** It is certainly development, Mr. Chairman. The Premier indicated, I believe, that at that time he was going to introduce legislation to designate large areas of the province as permanent agricultural land. Now I realize that—

**Hon. Mr. Stewart:** I'm sorry. Did you say the Premier said this?

**Mr. Gaunt:** Yes.

**Hon. Mr. Stewart:** When?

**Mr. Gaunt:** I have the press clipping. I'll give it to you. It is here somewhere. He indicated this in any case. It was a direct quote in the press story which I had. I realize that this certainly is a very vexatious problem. It's a problem in that it involves a total land-use plan, and indeed a total plan for the province. It is certainly something that is very complex and requires a great deal of study. In reference to the Niagara peninsula, it seems to me that if, in fact, we have areas in the province that can grow the crops that are being grown now in the Niagara peninsula, then our concern is somewhat less than if those crops could be grown anywhere else in the province. I think those two different sets of circumstances require two different sets of approaches. In regard to the matter—

My information is that grapes can certainly be grown elsewhere in the province, but that peaches and sweet cherries are better grown in the Niagara peninsula than anywhere else in the province. Indeed, the land on the Niagara escarpment is conducive to perhaps the highest quality peaches and cherries perhaps in North America.

**Hon. Mr. Stewart:** Beneath the escarpment, not on it.

**Mr. Gaunt:** I'm sorry. Beneath the escarpment. Right. If we are talking about an area that is unique to Canadian agriculture, then, indeed, I think we have to take some steps to preserve it. I think the farm income report indicated this. It indicated we need a land-use plan. I think there was a portion of the report that spelled out exactly how this should be handled in respect to farmers and compensation and so on. Mind you, I have great reservations about a system under which a farmer's land is selling for \$10,000 an acre and the province comes along and says I'm sorry you cannot sell that to a developer, it has to remain in agriculture. It could very well be that the fruit grower has been struggling for a number of years. It is the same old story; farmers live poor and die rich. He is depending on that capital gain in order to live easier in his old age. That's quite common among agriculturists and among farmers as we all know. Under those conditions I find it very hard to accept a system where we say, "I'm sorry, you are in agriculture and you are just out of luck, there is nothing we can do about it". I find that hard to accept.

I think there are some alternatives and I think there are some areas where we can explore whereby we can still preserve the land for agriculture and yet give the farmer the capital gain which rightly belongs to him.



Of course, maybe that involves the government stepping in and paying compensation to a free-enterpriser like the Minister. I am sure that is a little repulsive. Nonetheless, I stress again that if we have absolute assurance—and there seems to be some doubt about this—that the fruits and the crops that are grown in the Niagara peninsula cannot be grown in other parts of the province—and indeed in other parts of Canada—then I think we have to take steps to preserve it. If, on the other hand, we have assurances that there are other areas in the province and other areas in Canada where the same quality of fruit can be produced in the same way, then I think that the matter is an entirely different one.

Now I want to know whether we have absolute assurance that the Niagara peninsula is the only fruit-growing area in this province that can produce fruit of the highest quality. In other words, is there no other area in Canada that can produce that same fruit at that same quality?

**Hon. Mr. Stewart:** I think that would be a very difficult question to answer. If you were to talk to someone in British Columbia I am sure they would tell you that out there they can produce as good a quality of fruit as can be grown anywhere in Canada. If you talk to people, as I mentioned, in the south-western part of the peninsula of Ontario, they might talk about producing extremely good fruit there, and they do. However, the climatic conditions that pertain beneath the peninsula are peculiar I suppose to that area. In no other area I would say—not only in Canada but perhaps in the North American continent—is there that type of a climatic condition.

There is no doubt that it does lend itself to the production of very high quality fruit. There is no doubt about this. On the other hand one has to wonder when we say that here is land that is highly conducive to development and which people are trying to buy for development purposes and then as a province step in and say, "Thou shalt not sell to these people, but whenever you want to sell you will have to sell to the government", at whatever the price that you could get for development purposes.

I do not think you can treat the individual any differently than if you were to move in and expropriate his farm to build a highway or a power station or a school or whatever it may be. It is for the public good. Now if we reach that position, then I suppose that this is the thing to do. I am sure that the public in Ontario today have come to the place where they believe that that is the right thing to do.

Now it is fine for people to stand up and make speeches about this. I am among them as having pointed out the dangers that are inherent in losing all of this peninsula. But by no means all of it is gone yet and we are able to produce enormous quantities of fruit there today. I think you will find that some of the people in that area are saying that we are producing so blessed much fruit out there that the competitive factor in the disposal of it is so great that they are not getting the benefit that they would like to get. Now I think this comes down to the basic policy decision as to whether it is in the public interest to acquire that land and hold it for agricultural purposes, or whether it is not.

**Mr. Gaunt:** I recognize that in any of these things, being politicians, one has to gauge the acceptability by the general public. I am interested in reading the farm income report where the committee recommended an Ontario land corporation. I gather that this corporation was envisaged as an extension of the present ARDA programme, where they would actually buy up land in areas such as Niagara, and hold it for agricultural purposes. Now I realize that certainly we have not approached anything that even resembles an Ontario Land Corporation, and maybe the Minister does not agree with that concept, I do not know. But this is the way I read the report. Perhaps the chairman of the farm income committee would like to comment. But I hope I have interpreted what the report wanted to project in that way, by saying that the Ontario Land Corporation, as a vehicle or as a tool under the umbrella of a total land-use plan for the province, could operate in this way, and could do a very effective job of saving prime agricultural land. Now if I have misinterpreted the report, and the committee report did not intend that, then I would be interested in hearing about it.

**Hon. Mr. Stewart:** Well, I think the report is a report of the committee. It remains to the government to make the decisions.

**Mr. Gaunt:** Oh well, I—

**Hon. Mr. Stewart:** The implementation is what is brought about. I know that the Federation of Agriculture did bring this to the attention of the government in their presentation to the Cabinet, and I know that the Prime Minister is concerned. I recall his quote very well that to much of the good agricultural land of Ontario is becoming sterile under the cap of asphalt and concrete. This is indeed a fact in some areas. On

the other hand, with the enormous food production that we have—and indeed the report itself is entitled “The Challenge of Abundance”—is it consistent with that theory that we as a province should embark on a wholesale land purchase to preserve agricultural land for continued abundant production as a public entity?

**Mr. Gaunt:** Well, if I may just make a comment—

**Mr. Chairman:** The hon. member for Huron-Bruce, since we have the member for Niagara Falls here, and the time is late, I would like very much to hear what he has to say.

**Mr. Gaunt:** Oh, I am sorry.

**Mr. Bukator:** I would like very much to add a little to what has already been said. You, Mr. Minister, said “below the escarpment.” I do not like to differ with you, but I would like to enlighten the committee here that—

**Hon. Mr. Stewart:** I can do with a little enlightening myself.

**Mr. Bukator:** —the escarpment runs from Stamford Centre, if you know the city. The township completely encompasses the city of Niagara Falls. Niagara Falls took into its city boundaries all of this great farm country of ours, and from that particular Stamford Centre (when I was a boy it was out in the bush) they even named a subdivision recently the Cherrywood subdivision, because it was just that. It was a cherry orchard of the best, on the escarpment and above up to the mountain road on the Queen Elizabeth Way.

Now, the wineries, Bright's Wineries, have an experimental area there of grapes which are the finest in the world. When they heard talk about putting a cloverleaf in there, Bright's were going to fight with the government about doing away with a few acres of those wonderful grapes that they have spent many years in developing. Now I say to you that when you go beyond Stamford Centre on top of the escarpment, remember that Canadian Cannery had a lovely orchard on the left. And now it is a subdivision.

And to see these things continuously going down towards the escarpment and beyond, that is going a little bit too far with this kind of development. The most recent development was a widening of the Queen Elizabeth Way, and heaven knows, that needs to be done too. But again you are eliminating

hundreds of acres of the finest fruit land in the country. And yet, as the Minister said, and a Minister of Labour before him, Mr. Daley, used to say, these people own these farms, and he represented that area, much more of it than I do. They have a right to sell their lands to make a profit, and I cannot quibble with that.

But I think the time has come that the government should take an exceptionally good look at all of this land being taken up into pavements and housing and eliminating, yes, hundreds of acres now within the city of Niagara Falls. On the escarpment, on top of it, there is a little left yet, and I hope it continues to stay there. I know you cannot penalize the owner of a property by saying “you cannot sell”. But then again the government ought to know that if this land is that choice and that good, then it is about time to step into the breach and say: “We will buy this property from you and we will lease it back to you while you operate it as a farm.” This may be the answer to the problem.

**Hon. Mr. Stewart:** But after that fellow disappears, who gets it then?

**Mr. Bukator:** Well, Mr. Minister, let's take it one step at a time. Let us preserve it now. But I say to you that there are a few acres left on top of the escarpment and that was the best in the country comparatively. It is just as good as the stuff below it was which is now nothing but sub-divisions, and that ought not to be. I know that there is a problem. I know you have something to wrestle with, but we ought to stop it. I think you have the reins, my friend. You ought to do something about it.

**Mr. Young:** Mr. Chairman, just a few words. I think perhaps the nub of this problem is that perhaps the heresy of one generation becomes the orthodoxy of the next. In other words, this whole concept of public ownership of land has been a thing which sort of sticks in our crops. And yet, we are accepting it today in some fields. I think of this thing which the hon. member said. In close to the cities, I suspect that that is doomed, if we can use that word, to housing or factories or whatever it may be. But there's no reason why a land-use plan could not be drawn with a ring out where perhaps land is perhaps of a little less value. A designation should be placed there, and that is the place where the public begins to step in to hold that land before it becomes too valuable.

You see, while we bridle at the thought of public ownership of farm land to preserve

certain great farm assets, at the same time our Minister of Trade and Development is buying large numbers of farms today, very large numbers, for another purpose. He is not buying them to preserve the farm and the farming industry, but to build houses on later on. So that, while we're afraid of this concept of public ownership of land to preserve farming, we are accepting it in another arm of government when it is for another purpose.

I think this is the kind of thing that we ought to try to harmonize, and realize that, for the public good, this kind of long look must be taken today in an area like Niagara, so that we can perhaps draw lines and make plans. At the same time the man who is close

to urban development can get his capital gain. But beyond that, we can draw a line and say: "Here is the perimeter where farm land is going to be preserved". And I think that is the approach that perhaps we could take. Such an approach makes common sense, realizing that already the public domain is entering in a large measure into this accumulation of land for various purposes.

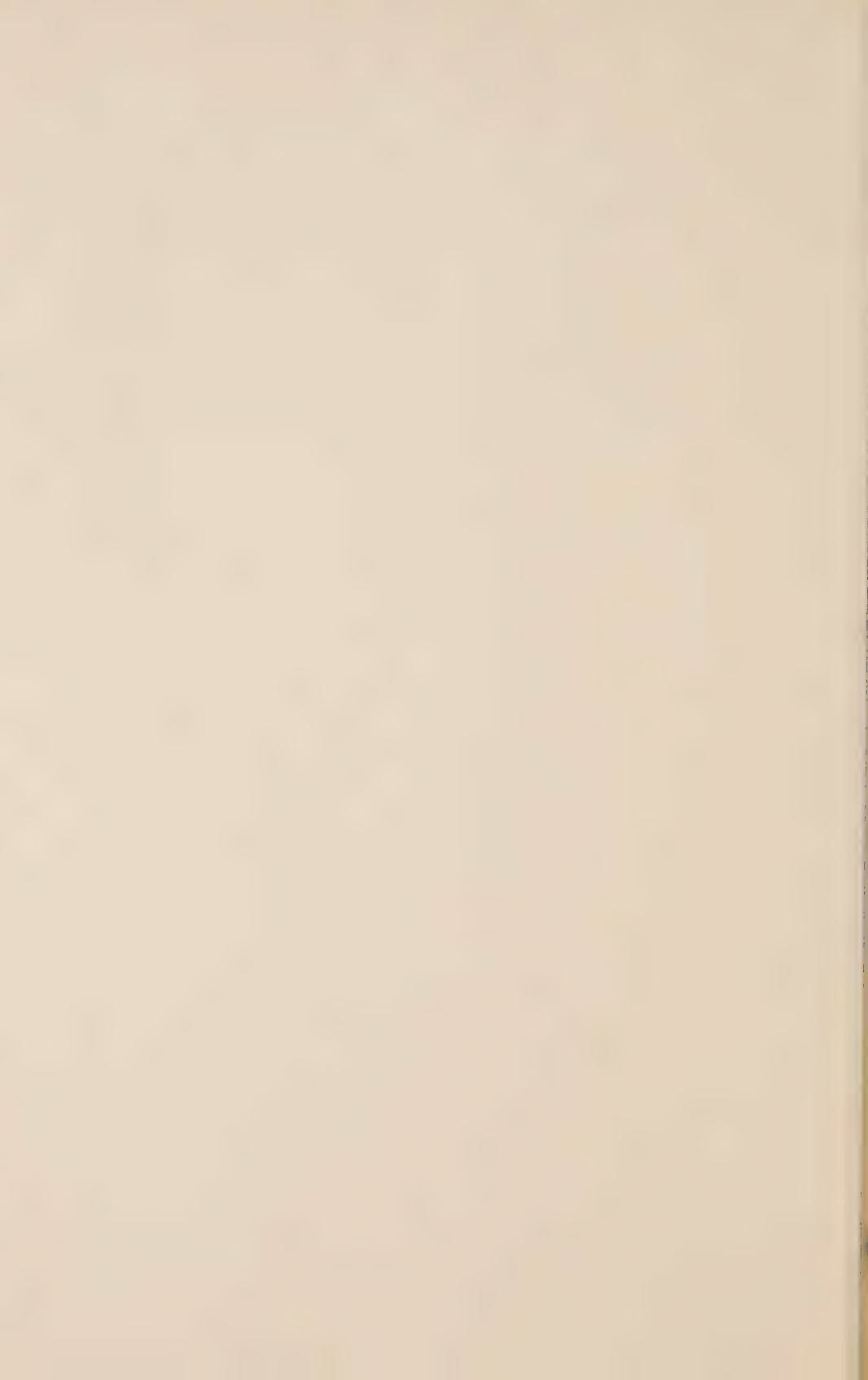
**Mr. Hodgson:** Mr. Chairman, looking at the clock, I move that we adjourn the meeting at this time and meet tomorrow.

**Mr. Chairman:** It has been moved by Mr. Hodgson that this committee shall now adjourn. All in favour? Carried. The committee will meet at 3.30 tomorrow afternoon.

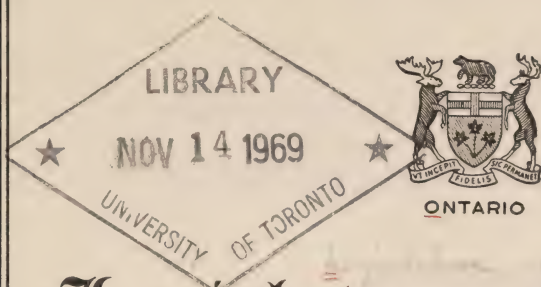












# Legislature of Ontario Debates

**STANDING COMMITTEE ON SUPPLY**

**Department of Agriculture and Food**

**OFFICIAL REPORT – DAILY EDITION**

**Second Session of the Twenty-Eighth Legislature**

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**Thursday, October 30, 1969**

**Afternoon Session**

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**Speaker: Honourable Fred McIntosh Cass, Q.C.**

**Clerk: Roderick Lewis, Q.C.**

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## CONTENTS

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Thursday, October 30, 1969

Agricultural rehabilitation and development .....	S-32
Community Centres Act .....	S-51
Ontario telephone service .....	S-51
Agricultural marketing, milk products .....	S-52
Motion to adjourn .....	S-60

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Agriculture and Food Standing Committee

THURSDAY, OCTOBER 30, 1969

### ON THE ESTIMATES—DEPARTMENT OF AGRICULTURE AND FOOD (continued)

The committee met at 3.30 p.m. in committee room 1.

**Mr. Chairman:** Order and we will have the roll call.

Roll call.

**Mr. Chairman:** Gentlemen, before we get down to business I want to mention that the copies of *Hansard* just in the draft stage are coming through right now. I do not believe they are complete but they are on a current basis. They started yesterday. They are pretty well up-to-date in that respect and they are bringing in back ones as they get the work done. These are just the rough form. The editing will be done later but if any of you wish to examine the single copies of *Hansard* that we have, you are welcome to do so.

**Mr. M. Makarchuk (Brantford):** Is there any reason why the individual members are not getting their copies?

**Mr. Chairman:** Well this has just happened in this way. I do not know whether the facilities permit them to do so or not.

**Hon. W. A. Stewart (Minister of Agriculture and Food):** Mr. Chairman, the Speaker indicated to us, I believe, that the first day's session we would be provided with these. The Chairman would be provided with draft copies and the tapes would be available for anyone on ten minutes notice. These copies would then be printed for everyone's use, but it would not be until we could get sufficient help to do it. I understood it was for just these people here.

**Mr. I. Deans (Wentworth):** Mr. Chairman, I do not recall whether the Speaker dealt with corrections or not. I think somehow he did but I was wondering whether those copies there would be printed as they appear rather than being corrected by anyone.

**Mr. Chairman:** I would expect that anyone could make a correction on these drafts and that the correction would be used in the actual printing of them. That's the normal way of doing it. But apparently there is just the one copy. If you wish to examine a particular time or a particular day in which there was any lengthy discussion, you would be at liberty to do so and should be able to make a correction.

**Mr. M. Gaunt (Huron-Bruce):** I have another point to clarify. Do we sit tomorrow at any time in the event we do not finish today, or do we sit Monday? My understanding was that we sat from Monday to Thursday and that we sat Monday, Tuesday and Thursday nights. That was the original understanding, I think, that I had in conversation with you.

**Mr. Chairman:** That is the understanding that I had originally also.

**Hon. Mr. Stewart:** A Friday morning session was intended if we did not get through today. There was no discussion with any members of the committee, certainly not with me and with members of the staff, as far as Friday was concerned.

**Mr. Gaunt:** Well, I was just asking.

**Hon. Mr. Stewart:** That was my understanding. We have to get these estimates back into the House by Tuesday. That is our deadline.

**Mr. Gaunt:** Yes, I realize that.

**Hon. Mr. Stewart:** If we are going to start knocking days off right away, we are not going to get through.

**Mr. Gaunt:** When was this changed?

Interjections by hon. members.

**Mr. Chairman:** There is really no change. I said that it was my understanding because of a discussion with someone—I forget who it was—who expressed the opinion that it might be difficult on Friday on account of so



many being absent. The committee was to meet simultaneously on Fridays. Actually there was no rule laid down. But we hoped that a Friday sitting could be avoided.

**Hon. Mr. Stewart:** That is Friday, if necessary?

Interjections by hon. members.

**Mr. Gaunt:** Well I think we had better check with the whips. It does not matter for this particular instance. If you want to sit tomorrow morning, that is fine with me. But I think we had better have the situation clarified because that is not the understanding that we had with our whip.

**Mr. Chairman:** I think it would be in order to check with the whips. That was the general thought that was expressed to me. But it was not spelled out it was mandatory that we should sit on Friday.

**Hon. Mr. Stewart:** I imagine we all hoped that we would get through by Thursday night.

**Mr. Gaunt:** Of course.

**Hon. Mr. Stewart:** That is completely theoretical.

Interjections by hon. members.

**Mr. Chairman:** Vote 104. Agricultural Rehabilitation and Development.

**Mr. Deans:** Mr. Chairman. Yesterday when I was speaking on this vote—not on this vote but in the same general area—the Minister indicated that I was not really speaking from knowledge and, in fact, stated quite clearly that I did not know what I was talking about.

Well, that is fine. That may well be. Let me—just to substantiate what I was saying in regard to lack of action by this Department in stopping the urbanization in the Niagara peninsula—read from an article which I knew I had but could not put my hand on. It is one written by Jerry Utter, who is a fruit grower in the Niagara peninsula, a director of the Ontario Tender Fruit Growers Marketing Board and a member of the 1,500-member Ontario Grape Growers Marketing Board. Let me read to you, very briefly, just what he said.

**An hon. member:** What is the date on that?

**Mr. Deans:** What is the date? July 16, 1969. Urbanization with its inflated land values is putting real pressure on the farmer

to pull up stakes and sell out. There is no one in the world who can blame him. If you could sell your business and live better off the interest of your capital investment at a conservative 6 per cent, you would be tempted to do the same thing. Probably the one to suffer most is the young farmer trying to establish himself who finds that he is saddled with a large mortgage. Even though he may arrange to borrow some of his father's equipment, he finds each year that there is a huge mortgage payment to make which forces him to do without a lot of the niceties—and sometimes the basics of life—which everyone seems to expect and actually demand. In many cases he has to get a part-time job to make ends meet. In the past couple of years there have been many articles written and speeches made about saving the fruit-land of the Niagara peninsula from becoming an asphalt jungle.

Many growers are of the opinion—and I think this is the important part in this instance because I think it bears out what I said—that the government does not give a damn about them or the fruit-land and they see all manner of imported fruit ruining their markets with very little action taken by government to protect them. If the government really does not give a damn about the disappearing farmland, why do they not come out and say so? It is very hard to carry on a business when the right hand does not know what the left hand is doing. Empty promises will not put money into our pockets. This is from a man who is trying to earn a living doing the thing that I said I felt was necessary in the Niagara peninsula and—

Interjections by hon. members.

**Mr. Deans:** When I was dealing with this yesterday the Minister indicated that what I was saying was a lot of nonsense. It is not a lot of nonsense. It is of very real concern for the people of the Niagara peninsula. If the Minister took a little more concern for those people, perhaps he would understand this. The situation the Minister put forward that you cannot tell a farmer what to do with his land is a ludicrous situation. Of course you can tell people what to do with their land. We tell people every day what to do with their land. We tell people who want buildings on University Avenue what can be done with their land. I cannot go and sell my house and build an automotive plant on the property. I am told what I can do with it. People who want manufacturing plants down in the manufacturing areas cannot build apartments.

**Hon. Mr. Stewart:** Who told you that?

**Mr. Deans:** I am told by government decree.

**Hon. Mr. Stewart:** By what government decree?

**Mr. Deans:** By the Planning Board of the municipality.

**Hon. Mr. Stewart:** Yes, by the municipality.

Interjections by hon. members.

**Mr. Deans:** By the County Planning Board, by the—

**Hon. Mr. Stewart:** No, sir.

Interjections by hon. members.

**Mr. Deans:** Let me go on to say, then, that I believe in many instances the problem of the farmer spans more than one community. It is very difficult to get a community of any size to understand because most communities are in a very competitive business—the business of trying to increase the assessed value of their community and trying to raise additional monies to pay for the things that these people need. So they are encouraging the sale of farm land.

They are not discouraging it and the government has a function to perform. That function is to assure that we are able to maintain a productive farm community. It can only be done by setting out some form of government plan. By saying that there are certain areas which are zoned for agricultural use and which must remain for agricultural use. If you want to sell, fine, except that you must sell the farm as a farm. You cannot sell it as a subdivision because the problems that evolve from that were demonstrated quite clearly the other night—the problems of allowing urbanization to take hold of a farm district. The Minister obviously—though he nods in apparent agreement—does not agree, because I do not see any indication of legislation that will do anything to protect this farm land.

I realize that the end result may well be—and this is what I said the other night—that the government, in order to protect the home-grown product, may have to take over some portions of land. But I do not think you are asking too much if you tell a farmer who wants to sell his farm that he must sell it as a farm, and not to a development company for development purposes. I think that if you set up proper zoning—it must be

adhered to. There are some areas, obviously, where it does not apply. But I think in an area such as the Fruit Belt it does apply. It requires leadership from The Department of Agriculture because obviously, if we permit what is happening to continue, you are not going to need a Department of Agriculture.

Interjections by hon. members.

**Mr. R. Haggerty (Welland South):** Mr. Chairman. What the member for Wentworth has talked about, and I tried to discuss this the other night. I raised the question of the difference, the variations, in this assessment. In the Niagara Peninsula, especially the fruit belt area, Lincoln county and parts of my riding of Welland South, the assessment on fruit lands is assessed at \$300 to \$400, and for other farm lands, the assessment is only from \$25 to \$35 to \$40. There is no justice here whatsoever. This is perhaps one of the reasons why we had such a development in Lincoln county—on the larger development of industrial sites and commercial sites. The taxation on fruit lands is too high. Farmers are assessed at this price, in many cases higher than what the industrial assessment is.

In other words they will come along and say, "Well, we cannot afford to pay such taxes as this. We will unload. We will sell it when the first opportunity comes by." But much of this is the fault of this government. When you think of the Queen Elizabeth Way. It went through the prime farm lands of this province. Instead of going up on top of the ridge, it went into the prime lands. You take all this development now—with the highways built on the overpasses, the auxiliary roads in that area, to the highways to service the commercial enterprises that have been allowed to establish in this farm belt—this is much the fault of the government for allowing this to continue to develop commercially. All this is the fault of this government.

They are talking about putting a new road at the top of the escarpment, the Niagara escarpment, a scenic route. This again will take prime farm lands. And it is again big developers who are in on this deal. I understand Bramalea has already taken options on the farm lands in this area and the minute this highway or road goes through, more good farm land is going to disappear. This committee, or this government, should be setting up regulations now to say that this must remain as a green belt and as farm land.



I can well remember the Mayo report on the Niagara Peninsula. Professor Mayo, on the suggestion of Bertie Township at that time, suggested that certain areas between Humberstone and Bertie Township be left as green belts. He said, "What is a green belt?" Today those two municipalities are in cities, and I am sure that those farm lands will disappear like the many other farm lands throughout this province, unless legislation, or initiative, comes from this government. And I think it should come from the Minister—that we must curtail any further development of commercial enterprises on prime farm lands in this province. I think that the initiative has to come from this Minister.

Hon. Mr. Stewart: Do your farmers agree that that is what should be done?

Mr. Deans: I read to you today—

Hon. Mr. Stewart: Yes, you read to us today what Jerry Utter said, and I have that statement on my desk. There is nothing new about that.

An hon. member: What do you wish it?

Hon. Mr. Stewart: It was on the radio and all the rest of it. But is that representing one person, or is that representing all the people of the Niagara Peninsula? I can tell you that all kinds of people are writing to me and saying, "When you put land-use zoning on this area, and you deny me the right to sell my farm to whomever I want to sell it to, then you had better be prepared to pay me what I can get for the development of that land." And I quite appreciate what the hon. members have all said. In fact what they have said is a concern. It is a concern for everyone. But I think we have to recognize this fact, as I said yesterday afternoon, that when we decide that there has to be control on the use of farm land for other than agricultural purposes, then we have to be prepared, in my humble opinion, to give consideration to the person who wants to sell that land for what he can get for it.

Mr. Deans: As a farm.

Hon. Mr. Stewart: No, not as a farm.

Interjections by hon. members.

Mr. Deans: Why would you do that?

Mr. Chairman: Enlarge on that, please.

Mr. Haggerty: May I enlarge on my comments? I should not have to go through and read any portions of this Farm Income Report

text, but on page 98, it definitely defines what the farmers of this province are asking for:

Any comprehensive plan must consider land for agricultural use, and an effort must be made to determine which areas or use of land for farm production is most beneficial for all considered. Plans should be made to take some land out of farming in the various regions of the province where it can be transferred to non-agricultural, residential, industrial and recreational uses. The choice of land in each region for these purposes must consider needs in terms of food production as well as the needs of the community, residents and business. Land designated for industrial and residential development in the regions would be well organized units, so that the integrity of farm communities is maintained. The property tax base of these areas should be separate, so that farmers do not have to pay the cost of developing this land for its new use.

That is a pretty well-defined principle to follow, and I think—in fact your Deputy Minister has been part of this committee, so there must have been some consideration given to the policy by your staff—that this is what is required in this province.

Mr. Chairman: The hon. member for Brantford.

Mr. Makarchuk: On the same point—and going back—the Minister says, or seems to imply, in his statement, that the farmer is not entitled to the same price for his land as that paid to the subdivider, and it seems that there is no concern about the Ontario Housing Corporation, or The Department of Trade and Development going out and paying enormous sums to buy land. But if they are buying it from a farmer, then somehow the farmer should not be entitled to get the same amount if they are buying it for that particular purpose.

I think the government should be prepared to go into this situation. I suggest the establishment of an Ontario Land Corporation, or government-owned corporation which would buy land from farmers at the going rate at that time, hold that land if necessary, lease it back to the farmers or to other individuals who would continue farming it and then move it into other uses—for either urban development or industrial use.

But again, this ties in with an overall land-planning concept. That's something that the Minister is not prepared to accept. Something that this government, I would imagine, is sort



of teasing around with but really not willing to go into on any large scale. And this is where the real problem lies—in the fact that there really is no land-use plan for Ontario.

You do not believe in the concept of planning the economy or the future uses of land. Naturally, you tinker at the bottom to some extent, but you do not solve the problem. The other point here regarding the food plan is a concern about the consumer. If we eliminate the production of fruit in Ontario or in Canada, we are then putting ourselves at the mercy of the producers in other countries—the United States and Mexico.

But as long as we have that little bit of fruit available to us, to an extent we can affect the price that other people charge us for their fruit. But if we put ourselves in the position that we have no fruit produced locally, then we are at the mercy of the other forces. And naturally the consumer will be paying a considerable amount more. Here again, this is a social responsibility, and it is something that the government should take onto itself.

**Mr. Chairman:** The hon. member for Sandwich-Riverside.

**Mr. F. A. Burr:** (Sandwich-Riverside): Mr. Chairman. The first-rate orchard land down in the Niagara Peninsula may not all be needed today, but in a few years, or in a generation, what will our grandchildren think about us is we allow this most valuable land to be destroyed? If the world's population continues to increase at the present rate, or even if it continues at a reduced rate, the time will not be far off when every arable acre of land in Ontario and in the rest of the world will be needed for human food production.

The amount of arable land in Ontario is not so great that we can afford to continue to destroy it as we have been doing in recent years. Now if the megalopolis which we are told is going to develop between Chicago and Montreal—or even over a wider area—becomes a reality it is going to cover a great part of our arable land in southern Ontario. And you know how much arable land we have in northern Ontario—it is not very much. There is probably a limit—you can tell me about this no doubt—to the amount of swamp land we can drain and the amount of woods that we can cut down. If we go too far, we run the danger of creating dustbowls, or creating floods and, in fact, we might even create a desert.

It is a rather sobering thought that when man first became a cultivator, the Sahara Desert was a forest. Just how that forest became a desert I could not say, but it is possible that man had something to do with it.

**Mr. Deans:** The Minister of Agriculture was in charge of it.

**Mr. Burr:** The local Minister of Agriculture was in charge of it, you are saying?

Interjections by hon. members.

**Mr. Burr:** Well, Mr. Chairman?

**Hon. Mr. Stewart:** It was a dinosaur.

**Mr. Burr:** Mr. Chairman. The point is that we must stop the destruction of our arable land and we have no alternative. The Minister said he made these speeches ten years ago. When they created some flack he seemed to lose his enthusiasm for this.

**Mr. Deans:** Obviously he did not lose—

**Mr. Burr:** —and he seems to have given up the idea of doing anything about it. The Minister asks, how can we tell a farmer who wants to sell his land, he cannot do it? I ask the Minister how can we say to these municipalities you can't pollute the rivers anymore? How can we say to the pulp and paper companies you cannot pollute the lakes any more? How can we say to motorists you have to drive at a certain speed? How can we say to truck owners and car owners you have to have periodic inspections? We can do it, Mr. Chairman, because there is one criterion and that is the public interest. It is the duty of the government to bring about to the best of its ability and in the fairest manner possible anything within the public interest.

You say the farmer whose land has multiplied in value because of its use to subdividers must not be denied the right to sell this land. Ten years ago when the Minister was speaking on this subject there was no fair expropriation legislation. In the last year or two we have got legislation which provides for expropriation at just prices. I think conditions are more favourable now. On what basis expropriation would be made is not the point at the moment, but as long as it is just, we need not dwell on that aspect too long.

**Hon. Mr. Stewart:** Mr. Chairman. May I ask the hon. member a question? Are you

suggesting that when you refer to expropriation the government, or some body given that authority, should be given the right to expropriate this farm land, even though the farmer did not want to sell it, to be maintained in perpetuity in agriculture?

**Mr. Burr:** No. I am suggesting that we have to have a plan. The Minister is familiar with these plans that have been talked about for ten years. He talked about them himself. We have got to get down to business in making this plan, and making it as feasible—

**Hon. Mr. Stewart:** Why did you introduce the matter of expropriation? This is what intrigues me. Why did you introduce the matter of expropriation? If you are going to have a plan where the fellow cannot sell, then why do you need to talk about expropriation?

**Mr. Burr:** If the farmer says his land is worth \$100,000 if he sells to a developer but is only worth \$20,000 if he sells it as a farm then there may be some justice to his claim and there may have to be some compromise effected.

Interjections by hon. members.

**Mr. Burr:** In Windsor we are at the present time expropriating homes. I say we—I mean The Department of Highways and the city of Windsor—in order to build an expressway which very few people want and which the city and the province cannot afford and which very few people think is going to be of very much use for 20 or 30 or 40 years. But the Minister is not dashing down there and intervening on behalf of these Windsor homeowners. The Minister of Highways has not been quoted as saying I cannot go through with this, I just have not the heart. There are times when society has to lay down some guidelines, and this is one of the areas in which the need is greatest. If we must expropriate some choice farmland in order to preserve the precious arable land for our grandchildren, let us do it—even if we do not need these lands for some years. If the developers get a hold of them they are probably gone forever. The Minister mentioned we have over-production of some foods and fruits at the present time, and of course that is true. That is our present problem, but it is not going to be our grandchildren's problem. Their problem is going to be how to produce enough—

An hon. member: Apparently—

**Mr. Burr:** —not at present. That does not justify our destroying this arable land in southern Ontario and especially in the fruit belt in the Niagara peninsula. I have always felt, Mr. Chairman, that it was very selfish of us Canadians to have surplus food rotting when most of the rest of the world was going hungry. But for us to allow our arable land to be destroyed, just because we ourselves do not need it all just now, is not only selfish, it is short-sighted and downright unforgivable. So I say to the committee, Mr. Chairman, that it would be far better to give our grandchildren cause to praise us than to curse us. Let us plan now to save this land for the future.

**Mr. Chairman:** The hon. member for Huron-Bruce.

**Mr. Gaunt:** Mr. Chairman, I just want to refer specifically in this connection to the fact that the Federation of Agriculture has recommended for the last few years that a land use plan for Ontario be brought forward and implemented. I think we are approaching the situation and the time when we have to do something. I do not think we have much time left insofar as this type of planning and programming is concerned. The federation has made this point time and time again.

The Minister says he is not sure whether the farmers or the people want this type of action. I can say to him that I think, generally speaking, that the public is fast becoming aware of the serious situation that is developing in many areas, particularly around the fast-growing areas of the province where good agricultural land—in some cases top agricultural land—is being gobbled up at a rate which is almost alarming. Once the asphalt goes on top it is lost to agriculture forever.

I recognize full well that there are areas in the province where farm land is in production and should not be. It should be turned back. But if there is a farmer on that farm and he is making a very meagre living then that is his business. He has that choice to make. On the other hand, if the farm becomes vacant and if through a land-use plan an area is considered as poor agricultural land, then at some time in the future, in co-operation with the people involved, perhaps that land should go back into forest cover.

**Mr. R. D. Kennedy (Peel South):** What does the federation say?

**Mr. Gaunt:** The federation is saying precisely that.



**Mr. Kennedy:** The reports are not saying expropriation.

**Mr. Gaunt:** No! No! I did not mention expropriation.

Interjections by hon. members.

**Mr. Gaunt:** The Minister last night suggested that this was almost beyond implementation as far as he was concerned. I suggested to him that the Prime Minister has made a statement in this connection which implied the exact opposite. May I read that statement for you, Mr. Chairman? It is dated November 6. It was in the *Globe and Mail*, November 6, 1968, which is almost a year ago. The article says:

The Ontario farmers who have paid high prices for land in anticipation of urban development could find themselves out of luck in the next session of the provincial Legislature. Premier John Robarts says legislation probably will be introduced that could designate large areas of the province as permanently agricultural land. More than a year ago, he told a convention of the Ontario Federation of Agriculture he placed highest importance on preventing "our valuable agricultural land from disappearing under a sterile cap of asphalt and concrete".

**Mr. R. F. Ruston (Essex-Kent):** You fellows had better talk to your leader.

**Mr. Gaunt:** I continue to quote:

The legislation now being planned would would impose what he calls broad area control of land use. It would be unpopular, he said, because the government is not prepared to compensate people in accordance with land values. Such compensation was requested at the OFA convention last year on the ground that regulation of land use amounts to expropriation of some of the rights of ownership. Mr. Robarts says this feeling among farmers is not realistic.

And then it goes on to talk about some of the other things as well. So I point out to you, Mr. Chairman, and through you to the Minister, that some place along the line this is receiving active consideration. The Premier has said that he is going to introduce legislation at the next session of the Legislature. We obviously have not seen that legislation. Perhaps we can anticipate that it will be introduced at the next session.

**Mr. Chairman:** The hon. member for Carleton.

**Mr. W. E. Johnston (Carleton):** I am going to speak right from the cuff, because I think I know what I am talking about.

**An hon. member:** Hooray!

**Mr. Johnston:** First let me say, Mr. Chairman, there's an element of truth in the debate—in the discussion here at the moment. But it is terribly exaggerated. First, I want to say this—and I say it without any fear of contradiction: there is no scarcity of arable land in this province, nor will there be for hundreds of years. I qualify that by saying this: 20 per cent of the farm production produces 80 per cent of the food.

**An hon. member:** Twenty per cent of the farms?

**Mr. Johnston:** Yes. The other 80 per cent of the farms produce the other 20 per cent. Now what does this mean?

**An hon. member:** It means there is a shortage of excellent arable land.

**Mr. Johnston:** It does not mean anything of the kind. The 80 per cent of the farms that are not producing are farms where men are working off the farms—right through our own community. These are good arable farms, but they are not being farmed.

**An hon. member:** They are taking advantage of tax concessions by living outside on farms.

**Mr. Johnston:** No. What I am saying is this: 80 per cent of these farms are good arable farms and will take care of the needs of this province for years and years. The other thing I want to say to you is this—

**An hon. member:** Where are these 80 per cent?

**Mr. Johnston:** All over the province.

**An hon. member:** Not all over—

**Mr. Johnston:** Maybe not along the road that you are talking about, up the Niagara peninsula, but right across the whole province you see them every place you go. Drive along the highways. You will see a half dozen cars sitting out at a cross road where they meet a bus or something to go to work in industry in Oshawa or elsewhere. With the modern methods that we have today such as mechanization, use of the new breeds that are out, seeds such as corn and other grain—think of what corn is doing today in this province in feed for livestock. All this



comes out of new methods, and the research that is being done on it.

I realize—and I say this to the members of the committee—there is no easy solution to this problem, and it is one that I am quite certain that this government has had in mind for many years.

When you talk about the government buying up land and turning it back to the owners, or leasing it back to them, I want to tell you there is some fear about that, my friends. We have a green belt in Ottawa, where thousands of acres of land were bought up by the federal government—thousands of acres of it—and you do not have to take my word for it—the old fellow leased it back. . . . but drive down around there and see those good farms growing up with weeds and buildings falling apart. . . . not only the developers. . . . sure, there is all kinds of farms—owned by the developers as well—outside the green belt. As a matter of fact, in the Ottawa area there is very little good land for development inside the green belt at the present time. We have various little communities bearing up. All are outside the green belt. They are now getting services—water and sewage.

I say this to you: It is fine to talk about the government stepping in any buying this good land you talk about in the Niagara Peninsula, but it is an entirely different story if it is put to good use then because the owner is probably most interested in the cash he can get out of it. As I have said before, and probably I have said it in this committee, the farmers of the day have only one thing in mind if they are good farmers: The maintenance of the soil—the top six or eight inches—and producing good livestock. If you do not maintain soil and produce good livestock, in my view, you would not last long. I think most of you men who have a farm background. . . . drive through this great province in southern Ontario and see the good farms that are built up. You go in and make inquiries and you will find out that the fathers and the grandfathers were in livestock. Mr. Chairman. I am all for any policy that will improve the welfare and the future of the people in this province, but I say to you that it is a matter that this government or any other government has to take a real hard look at before they dig into something that they can not properly do a job on.

An hon. member: Hear, hear.

Mr. O. F. Villeneuve (Glengarry): Mr. Chairman, I was interested—and I realize

there is quite a problem in the Niagara Peninsula. . . . I have a man right now buying land in eastern Ontario. He has bought about 700 acres. He is buying it in the neighbourhood of \$200 to \$225 an acre. I am told that he sold his for \$3,000 an acre. What are you going to do? Are you going to stop that man from selling if he can buy and operate? He is a horse breeder, and he can operate in eastern Ontario to advantage. What are you going to do? How do you get around it?

We have an other example. A gentleman came from western Ontario who I was told, sold land for around \$700 an acre. He went to eastern Ontario and bought—the buildings were not good but the land was—for around \$150 an acre. Then he found out that because of the new varieties of corn that can be grown, he could grow as many bushels per acre in eastern Ontario as he could on that \$700 land. Are you going to stop that man because he is an aggressive, smart, up-and-going farmer? As the hon. member for Carleton has stated, 20 per cent of the farmers produce 80 per cent of the produce. That is our problem. We have people—not to say anything unkind about them—that are up-and-going farmers that are making a success of it. Others, no matter what guidance or what you do, are never going to make a success.

Mr. Chairman: Carried.

Mr. F. Young (Yorkview): Just a couple of observations. First of all, I do not think anybody has been advocating stopping farmers operating. I think what some of us were saying was that we must continue to allow farmers to keep operating and work out methods by which farming on some of the best land can be continued. That was the concern.

An hon. member: It is too valuable—

Mr. Young: There are ways. I think some of the things I mentioned last night are valid. I think there are a couple of things we sort of forget in this whole picture of man's use of land. If I have an acre, or 50 acres, of land near the city and the city comes toward me, my land goes up in value not because of anything I did, but because of what the community did. Because other people invested money in putting in sewers and water, building houses, my land becomes valuable. In other words, it is the community action which put the value there. Now what we are trying to say is that, all

right, since the community has placed some of the value on that land, the community has some right to say that, perhaps the surplus value does not all belong to the man who owns it.

**Mr. E. Sargent (Grey-Bruce):** The land increment—

**Mr. Young:** Yes. It does not all belong to the man who owns the land. In other words, the community has some rights in saying how that land can be used. You see, the community says that anything under the land today is theirs. The mineral rights are now vested in the Crown in nearly all land, that is from this point on, at least it is now, and for some time back. In other words, what is under that land—the value under that land—goes to the community and we collect royalties on that. Now that surplus value from what is growing on top of the land—the building that will go up on it—perhaps we have the same right to say that also accrues to the community.

Now I am not saying that that fellow who is in the path of building should not have some of the increment. All I am saying is that is not his increment. It was not placed there by him, by his action, but by the community. Therefore the community should have some say. I mentioned last night that surely we can draw some guidelines. We can say that out here where is now more or less cheap in value, is the place we are going to zone. This is where the city is going to end, perhaps, and the city is going to be enlarged onto other land that is not as good.

This is being done. I have seen it in Britain and Scandinavia and other countries where they try to encourage building by zoning and other devices—up on the top of the ridges or wherever the land is not good farming land—and this can be done. The department received—and we all saw—the federal Federation of Agriculture submission, February 19, 1969. They mentioned something which I think is very interesting. “Of course, the Federation supports the concept presented in the farming communities report and development rights in land should be purchased by the public.” Now this is another device which I throw out to the committee, that land does not have to be purchased outright. The farmer may stay on his land in perpetuity, but the development rights perhaps can be achieved by the community. Then that development right, however the community decides it shall be used, it can be used by the community for the

public good. There are ways and means of doing these things, you see, rather than outright purchase, outright sale or confiscation or exploitation—whatever it may be.

**An hon. member:** Correct.

**Mr. Young:** True. We are doing it now, you see. As I said last night the Minister of Trade and Development is doing it on a big scale across this province. Right now in Waterloo county he has bought great tracts of land and rented them back to the people who used to be there. They are farming it and doing a good job. I think when it comes to the land use of the green belt around Ottawa it is a tragic thing that government policy has allowed waste on that land. That is, there should be a way in which government can set up a town corporation or committee to see that proper managers who know the farm job take over that farm and farm it and raise the crops that ought to be raised. It is just crazy.

**Interjection by an hon. member.**

**Mr. Young:** I am speaking here of public land.

**Mr. T. R. Connell (Wentworth North):** Collective type farming.

**Mr. Young:** I am speaking of corporation land. Why leave it there vacant? Goodness knows that we are getting plenty of corporate farms here in Ontario—plenty of them. Why should not we have public corporations when the private corporations have been taking advantage of that land in the green belt outside Ottawa? There are all kinds of devices that can be used and I am simply throwing out some of these ideas. The thing is not simple but at the same time it is not beyond the comprehension—

**Mr. W. Hodgson (York North):** The comprehension—

**Mr. Young:** With two thirds of the world without enough to eat, all we need to do is revamp our marketing devices. No doubt people need it, need it desperately. But do you know the Canadian government offered the starving countries tons and tons of powdered milk free, and they could not accept it because they could not pay the freight on it?

**Mr. Sargent:** Mr. Chairman—from a man who is not a farmer but who lives with them—I represent an agricultural area and I do it damn well too. But in no way should a



farmer be told that he cannot sell his land because of various factors in government. Families have owned land on highways for generations and have been paying taxes for generations and they cannot sell their land for development. Going along with the hon. member for Huron-Bruce insofar as the need to replace this valuable land—that is his worry, and he is right. I go along with the hon. member for Sandwich-Riverside in this regard. The cities are reaching out and taking this valuable land and it is a fact that you may find is going to happen more and more.

As he said, people are buying this land for peanuts and speculating and making fortunes out of it. Some have not even put any money up, and fabulous fortunes are being made. The government is not, or the people are not, making part of these fortunes because the community created the wealth in the land. The firms that developed are creating the wealth in the land, so people are taking advantage of it and the community at large is not realizing the profit. The reason for the profit is the value of the expanding community.

I mentioned before a case I was familiar with: four men bid on land in Bramalea. They each signed for a \$75,000 piece for \$300,000. Not having put any money up, they sold the land for \$3,000,000. Each one of them made \$750,000 without having put any money up. It had nothing to do with the value of the land being increased. The community did that. You see, this land was taxed with a capital gain and they made a lifetime fortune out of this one deal.

In other administrations in Europe and London, England, they have a tax called reciprocal land tax. When the land increment comes along they have this tax revised. When land is sold there is reciprocal land tax, and that goes on immediately. Reciprocal land tax goes back ten or 15 years and it is paid to the community. This means that the community, or the government, or the people, can share in the profit there. The money that would accrue out of this reciprocal land tax, which is now in force in many administrations, would then be used to replace this land—to acquire land that is considered arable.

But I agree that 20 per cent of the farmers are producing 80 per cent of their wealth. I think this is true. They are not doing this at full capacity. None of the farms is operating at full capacity. But I disagree with these things that he dreams of saying—that we do not have sufficient land. That is ridiculous. We have ample land to serve our people.

It is a matter of marketing. But this land is valuable to the government, and you should see that the people get their share of it, not the speculators.

**Mr. Chairman:** The hon. member for Peel South.

**Mr. Kennedy:** I would just comment, Mr. Chairman, on proposals the members for Yorkview and Grey-Bruce made with respect to roll back taxation or golf course principle. This was of course one of the main topics of discussion in the Smith report. And the same thing applies with respect to Smith and the comment of the member for Yorkview, about the community sharing in the wealth under the ground and in the wealth above ground. This really is shared through taxation to some extent, but this was another subject which gained considerable prominence in Smith and is under study. I do not think that property comes under this vote at all, really.

But the problem of agricultural land becoming industrial did not occur this year. I can recall out along the Queensway and the Queen Elizabeth Way, up into Weston, finally into Mississauga, and then Burlington, was pretty much taken up by urban development. The member for Wentworth North will know about this. But supporting some of the comments that production is still almost overabundant, let us refer to agricultural statistics. It is quite true that production is up in almost every type of product that you can successfully grow here. The member for Glengarry mentioned about a farmer selling here and moving on and keeping up production. He is not only keeping it up, he is expanding it.

The only thing I would suggest to you as far as my own area is concerned, is that we can put another zero on the prices you noted there—something like 70 and 300. Well, put a zero on the end. And even more in this affluent area around Metro. Another feature is—

Interjections by hon. members.

**Mr. Kennedy:** Well, I did not enjoy one of these farms. This is maybe why it came more to my attention. And those who did, they do not talk about it too much. But Mr. Johnston mentioned improved techniques. Along with this is improved transportation facilities that enable us to use other sources of production. Dr. Patterson has a very interesting article in the *AIC Review* recently that touched on this. He said, for instance, that down around the Chatham area there has been more land reclaimed there than has been lost by urban



development. Twenty per cent of agricultural lands has gone out of production. I do not know the quality of this land or the reason it has gone out of production. He speaks of this in the same article, but interestingly enough, though, the total for Ontario is 20 per cent, Lincoln County only lost ten per cent and that is in the fruit producing area. I do not offer any solution but I am comforted somewhat in the knowledge that the only one suggested was the one by the Federation as mentioned by the member for Huron-Bruce. Many forms of land take-over are quite repugnant to me. I think we have gone through a hand-wringing exercise here, Mr. Chairman. Some resistance could be practiced by zoning. It would be for a period of time. I think a method of encouragement to farmers to stay on is needed.

Some incentives to continue in production might be of help but, as I say, I do not have any magic formula. I do not think there has been one forthcoming and I know studies have been done. I join the people on this committee who decry it but I do not see other than the incentive suggestion that we can change a way of life that has existed in this country since its beginning.

**Mr. Chairman:** The hon. member for Essex-Kent.

**Mr. Ruston:** Mr. Chairman, I have not too much to add. I have been listening and probably a lot of the things that are under discussion here, as the Minister has said, should come under The Department of Municipal Affairs, which regulates zoning. I might add that no municipality has the power to zone, regulate or stop anyone from selling—except the authority given to them by the province of Ontario. So, Mr. Chairman, through you to the Minister, I want him to realize that if a municipality does do this, it is authorized by the Legislature of the province of Ontario. I just wanted to clear that up. But as far as renting land—

Interjections by hon. members.

**Mr. W. Newman (Ontario South):** You may be right. The province gives them this right of authority to pass legislation and they in turn pass on legislation, but the province does not do it directly. I think this should be made clear.

**Mr. Ruston:** Clear. If the province did not want to do it they would not pass legislation, would they?

Interjections by hon. members.

**Mr. Ruston:** Well, the province passed the legislation.

Interjections by hon. members.

**An hon. member:** Well, what about your Minister of Municipal Affairs, then, coming down to my area and saying you cannot sell a lot off? If you want to sell a lot off, you cannot.

**An hon. member:** I will tell you why he did it.

**An hon. member:** Sure I know why he did it.

**An hon. member:** Sure, because you were Reeve of that municipality and would not do a blooming thing about it when you had the right to do it. So you wanted urban development up and down this land.

**An hon. member:** The municipality I was Reeve of had zoning in a long time ago.

Interjections by hon. members.

**An hon. member:** We had planning done. We knew where the people wanted it and the people are satisfied with it. I will tell you one reason why we did it—

Interjections by hon. members.

**An hon. member:** They passed the legislation so that we could do it if we wished. We had to have the legislation to do it—

Interjections by hon. members.

**An hon. member:** But the Ontario government did it and they did it wrong. They just came and put the fist down and that is it. That is the wrong way—

Interjections by hon. members.

**An hon. member:** Well, anyway that is beside the point. We are clouding the issue.

Interjections by hon. members.

**An hon. member:** You want us to put it on all across the province.

**An hon. member:** No. Do not sell your land. You have to keep it. That is what you say.

**An hon. member:** It was the Minister, not me. Your comrades are doing this, not me. Your Minister said, "No selling anything".

**An hon. member:** You do not want rezoning.

**An hon. member:** I can tell you, if you want, that one of your top Conservatives in my riding tried to sell a lot and the Minister would not let him sell it.

Interjections by hon. members.

**An hon. member:** That is real impartiality.

Interjections by hon. members.

**An hon. member:** A Cabinet Minister mentioned something before that we are all in favour of restricted farm lands and so forth. Is it not in his policy to have conservation of farm lands?

**An hon. member:** Oh, absolutely.

**An hon. member:** Alright.

**Mr. Ruston:** What I was going to say about renting land: There are some here who have been saying that renting land is a bad thing. But I do not know if it is. Maybe a man dies and his widow owns the property and wants to rent it out. In the farm income report 27 per cent of all farm lands in Ontario are rented and in some areas of western Ontario it is as high as 40 per cent. There are millions of people who rent a house. I do not think they are any more second-class citizens than we are, so—

Interjection by an hon. member.

**Mr. Ruston:** Sure, you can rent it cheaper—and if you can buy it for less, you should be doing it. I mean, there is nothing wrong with renting. Good idea.

Interjections by hon. members.

**Mr. Ruston:** Well, the only problem is with development. I think farmers have done a good job in their area of developing the land and increasing the production, but they have not really been paid for their increased efficiency. That is the only problem as far as development.

Some hon. members: Hear, hear.

**Mr. Makarchuk:** Mr. Chairman, I think somewhere in this discussion we have lost sight of the purpose of the original discussion. This is the concern, as expressed by the member for Wentworth, about the Niagara peninsula, where we have land which is being used for a specific purpose to provide a specific farm product. What will our responsibility be in that department? In other words, are we going to permit—or is this government going to permit this land

to be urbanized instead of trying to bring in some measures to preserve it. There is no doubt in anybody's mind that we have a considerable amount of land in Ontario that can be used for farming and we can produce a lot of food. Now can we produce—or does this government know that we can produce—the grapes, the peaches, the apples that we require.

**Mr. Chairman:** This has been discussed several times and it is a repetition, so I would suggest that unless the member has something new to introduce—

**Mr. Makarchuk:** I was trying to bring it back to the right track. This is what the original concern was all about.

**Mr. Chairman:** Members of the committee—

**Mr. Makarchuk:** We have not heard what will happen in that department.

**Mr. Chairman:** Order. All the members of the committee heard that discussion. You have made your point, so there is no need to repeat it again.

**Mr. Makarchuk:** Thank you, Mr. Chairman. Now, the other point that I think the government should pursue is that they should make a policy in certain cases to move land that is not suitable for agriculture but is being used for agriculture, and move it into other areas. Either recreational use—start the development of projects which would contribute to recreation—or possibly lumbering use. There may be some of this done under the ARDA programme, but certainly not enough, and I do not think there is really any precise or concise study going on in the province at the moment aimed towards this particular end.

**Mr. Newman:** Question. I just do not understand what you mean. What do you want to do with all this farm land? It is not clear.

**Mr. Makarchuk:** Mr. Chairman, I said that there should be, in cases where the land is not suitable for agriculture, but is being used for agriculture, that perhaps the government should start looking at this land, and taking it out of agriculture putting it into more productive uses—possibly for recreational or lumber uses.

**Mr. Newman:** You mean buy it?

**Mr. Makarchuk:** Naturally. What do you think?

Interjections by hon. members.

**Mr. E. R. Good (Waterloo North):** I would like to follow one point, Mr. Chairman, in response to the hon. member for Peel South, I believe. Abhorring the thought of an official plan that would cover any part of an agricultural area—well are you people aware that when the Niagara regional government was formed, in the Act itself, they require an official plan for the whole two counties by 1972? Did The Department of Agriculture and Food not object or contest this? Or did you not know about it?

Interjections by hon. members.

**Mr. Good:** Now every regional government that will come into existence—my own area will probably be next—will require an official—

**Mr. Deans:** A land use plan is fine.

**Mr. Good:** Well, this is what we are talking about.

Interjections by hon. members.

**Mr. Good:** No, no, look. The whole thing is, you people do not understand planning. Probably The Department of Agriculture and Food does not either. An official plan is a long-range, 20-year plan. It has nothing to do with the size of a sewer that is going into a certain area. This is something which developed over the years, and surely the Minister of Agriculture and Food cannot sit here and listen to all these objections about land use, and not open his mouth and say, "Yes, we realize that there must be a need for land use on an official plan." Because The Department of Municipal Affairs is saying that this is what we are working for. They realize now the mistakes that they have made over the years in allowing things to happen like happened in our own area, which has been discussed before.

The Ontario Housing Corporation comes in and says they are going to put a new city here—which has nothing to do with land-use studies which are now under consideration or regional government studies which are now under consideration—on the prime agricultural land of the whole area. The city of Kitchener, from one department of government, was refused annexation of the land for much-needed industrial development, and OHC comes in and gets it. Getting back to one aspect perhaps which has not been covered on a Niagara peninsula study: I would like to ask the

Minister what use The Department of Agriculture and Food intends to make of Dr. Gertler's study of the Niagara escarpment. Some years ago Professor Ralph Krueger did a lot of studying on the Niagara peninsula.

I think we have all read his works—I am sure every official in your department has read what Dr. Krueger had to say about the Niagara peninsula. And now the government has commissioned Dr. Gertler, and his report is in the hands of the government. It is a very secretive document and no one else seems able to get their hands on it up to now. Well I am sure your department will be very interested—

**An. hon. member:** I think Morty's got it!

Interjections by hon. members.

**Mr. Good:** —will be very interested in what goes on in this study. Is this the type of thing that The Department of Agriculture can see as useful to them in long range projected land use of, particularly, the agricultural areas of the province?

**Hon. Mr. Stewart:** Well, can I speak now, Mr. Chairman?

**Mr. Chairman:** Yes, Mr. Minister.

**Hon. Mr. Stewart:** I have been wondering if I could say a word for the last hour. Mr. Chairman, first of all, the Gertler report is not public yet, and I have no comment to make on it. I would like to say this—

**Mr. Good:** I was asking if you would be using it in your department.

**Hon. Mr. Stewart:** We will have to wait and see what the report says first. As far as the land-use planning is concerned, of course, we recognize that there is value in land-use planning. But I think we also have to recognize that even with land-use planning, when somebody comes along to a farmer and says, "Well, here is an opportunity for you to sell," are we going to say to him, "Well, you cannot sell this land," when, as has been mentioned here this afternoon, this is a long-standing tradition with a great many people.

It may come to the place where that action will have to be taken. This is a matter of great concern to everyone, including the people in the Federation of Agriculture. They recognize these matters. There have been several meetings held, meetings between the Provincial Treasurer, whose department administers the regional development, and between the Minister of Municipal Affairs on these very matters. We are concerned. We



hope that there will be some answers produced that will be satisfactory.

This afternoon one member mentioned the greater Niagara regional government that has been established, in which is included land-use planning. Now what adoption of land-use planning? I think it will be up to the local people to make that decision.

But here again, I think you will find that there will be people who may find their land designated for specific purposes that will deny them the capital assets that they thought they had, or I should say, access to those capital assets that they thought they had. And I think you will find that they feel they should be reimbursed. Now this may not be the case. I do not know. Time alone will reveal that. I do think that we have to recognize the fact that we have only scratched the surface of potential food production in this country. There is no question of this whatever. Figures indicate this on every hand. All we have to do is look at what is going on in western Canada today. One wonders, if they decide that they cannot dispose of the enormous surplus of wheat out there on an annual basis, just whether they will swing to poultry and livestock production to provide an income for themselves. If they do, what happens to the rest of the agricultural economy of Canada?

When one talks about a shortage of food, as my honourable friends have done this afternoon, it may be that there is in certain areas—and perhaps fruit and vegetables in particular—where there could be a shortage of land, as it is in the Niagara Peninsula, particularly that land below the escarpment. But certainly, from the standpoint of food production, Canadians will never be short of food for as far ahead as we can see, as long as there is normal rainfall and the sun continues to shine.

Now there it is. So I think that when one gets all steamed up about this great scarcity of food that is coming in the future, to me it is just sheer nonsense as far as Canadians are concerned. And I say that with respect to the opinions of people who, I think, are more emotional about it than factual.

With regard to the preservation of fruit lands in the Niagara peninsula, there is no one who has a keener appreciation of the quality and the value of that land than do I, and the people of our department. Supposing we were to say the ultimate this afternoon—that we should by some means or other, through what has been proposed by the Farm Income Committee—form a land resources council or commission, for want of a better

name. Or if the government was to step in through some type of Crown Corporation and acquire this land and maintain it for fruit production in perpetuity. As soon as the government would acquire that, or any Crown Corporation would acquire it, in my humble opinion, it would be extremely difficult to find people who would adequately farm that land. I know farmers well enough to know that a great many of them are not only interested in their annual production, but they are interested in the capital gain that is acquired by the purchase of land, between what they buy it for and what it is saleable for when they want to get rid of it. I think this is just good common sense and good business.

This characterizes all people so . . . No, I will not permit a question. I listened to you all afternoon and if you will let me continue, I would like to talk about these various things. Now, supposing that we were to be able to find the proper tenants for this land . . . and that is what they would have to be called; there is nothing wrong with a tenant, there are many of us who rent land, and frankly, I think it is a very good way to obtain land. What protection would be provided to them by this government of the province of Ontario for the viable operation and the sale of the commodities that would be produced on that land? For the simple reason that when negotiations of trade are consummated through the general agreement and tariffs and trade known as GATT, there are trade agreements made whereby a product of Canada is sold in return for a product being shipped into this country. Contrary to what my hon. friend from Wentworth said yesterday, the only commodities that come into this country duty free either now or in the past, that I know of, are in cans and they are plums and blueberries. All others come in, as I understand it, with a duty, even from Australia or New Zealand or any of the other countries, so that we have nothing to say. We have repeatedly stressed these things, and I do not want it to be interpreted that I am trying to dump something on the federal government because of the constitution. I think we are all tired of those kind of things. I think we have to recognize that the government of Canada is charged with the responsibility of looking after trade relations across Canada. While we in Ontario take a very dim view of the fact that many of the trade agreements that have been made seem to lend themselves to the product of western Canada in wheat, and to a great degree the export of livestock and livestock

products, we have to also realize that they are the government of Canada. We are the government of Ontario, and while I can scream about this as you people would want me to, and I am sure the farmers would want me to, and as I do, I know full well that we have no real authority to say: "Thou shalt not ship food products into this province." We can't stop it. There is a real problem there, and I appreciate the problem that is faced by the Niagara fruit farmers. To me they have done a tremendous job through their organizations, in orderly marketing and in providing as sound an economic base as they possibly can for their own producers, taking into consideration the circumstances of national marketing and world-wide marketing. So this is as I see what we are faced with. It is not an easy problem to resolve, but let me say that perhaps through the introduction of the regional government in the Niagara peninsula there will no longer be the individual municipalities eagerness to acquire assessment in that particular municipality.

This is the great advantage of the regional government. Immediately the tax base for the whole region—it does not matter whether the industry is located in "x" municipality or in "y" municipality—the tax base is spread all over. In effect planning can be introduced which would say: "Well, when industry comes in, and when we want industry, we will welcome it and we will do everything possible to get it here, but when it locates in that particular area that is not an area, that is going to further destroy the agricultural lands, but the assessment is spread all over the entire region."

Now this is one of the advantages, as I see it, of that type of regional government. It would seem to me that perhaps the answer lies therein, and maybe that is one of the solutions that is attractive.

With regard to a question that was asked yesterday, concerning The Abandoned Orchards Act: I believe our friend from Wentworth said that no action had been taken. In 1967 there were seven requests for action of the administration. Two orchards were completely removed, two orchards were cleaned up, and two orchards did not qualify for action under the Act. Now I point out to you that under the Act, an orchard means an area of land at least one-half acre on which there are at least 13 fruit trees, and on which the number of fruit trees bears a proportion to the area of at least 26 fruit trees per acre. Secondly, this Act applies only to orchards, any part of

which is closer than 300 yards to an orchard that is used for the commercial production of fruit and does not come within the application of section 4. Now, I want to emphasize, Mr. Chairman, that that Act was drawn in full co-operation with the Ontario Fruit and Vegetable Growers Association and they sat in on the committee on Agriculture and Food when the Act was debated and passed by that committee.

In 1968 there were 17 requests for action resulting in five orchards being completely destroyed. Ten orchards did not qualify for action under the Act, and two orchards were pruned and sprayed, necessitating no further action.

In 1969 there are nine requests for action to date. Three did not qualify for action under the Act. One orchard has been removed this year. Two applicants have withdrawn their complaint, and I assume it is because the orchard has been cleaned up. Three actions are now pending, so that there are two court actions in which two information have been laid. I think we have enforced the Act as the people affected wanted us to enforce it.

**Mr. Deans:** May I ask a question?

**Hon. Mr. Stewart:** Yes, of course.

**Mr. Deans:** Were there any of those cases where the orchards were removed where they did eventually get into court? I did not catch that.

**Hon. Mr. Stewart:** I beg your pardon?

**Mr. Deans:** Did you eventually get into court and get a conviction based on the Act in any of the cases where the orchard was—

**Hon. Mr. Stewart:** Well, there are two court actions. An agreement was reached—

**Mr. Deans:** They were finalized?

**Hon. Mr. Stewart:** An agreement was reached between the lawyers of both sides before the court for orchard removal.

**Mr. Deans:** I see.

**Hon. Mr. Stewart:** They took them to court and said: "Look, you are liable," so they just agreed to remove the orchard.

**Mr. Deans:** I am just curious. So there has not yet been a case go before court?

**Hon. Mr. Stewart:** No.

Interjection by an hon. member.



**Hon. Mr. Stewart:** But that is not the purpose of the Act.

**Mr. Deans:** I wanted to make that clear. I wanted to make it clear in my mind.

**Hon. Mr. Stewart:** That is not the purpose of the Act, but I thought you would be interested to know that the Act is working.

**Mr. Good:** Mr. Chairman, what will be the role of the Department of Agriculture when the official plan, of say the Niagara Regional Government, comes in for approval to The Department of Municipal Affairs. Will you have any—

**Hon. Mr. Stewart:** Well, it is not the role of The Department of Agriculture to interfere in municipal affairs. The role of The Department of Agriculture is to provide the service that farmers require wherever they live in Ontario; in whatever type of climatic or geographic region they live. That is our job.

**Mr. Good:** In other words, The Department of Municipal Affairs would not consult The Department of Agriculture before they would approve?

**Hon. Mr. Stewart:** Oh, yes! Of course they do. We have a representative on this taxation committee that has gone out on farm taxation. We work together all the time.

**Mr. Makarchuk:** Mr. Chairman, this department must have some conscious desire or reason to state or make some representation to the other departments saying that we have to preserve this land, or we do not have to preserve this land, particularly this fruit land. Does the Minister not feel any responsibility about this whatsoever?

**Hon. Mr. Stewart:** Well, Mr. Chairman, I do not know how better I can explain it. I have explained it this afternoon, and I have nothing further to say.

**An hon. member:** Well you have not said anything.

**Hon. Mr. Stewart:** Well—

**Mr. Gaunt:** Mr. Chairman, I want to deal with the point raised by my friend from Essex-Kent in respect to rentals and the fact that they are increasing across the province. I think the farm income report indicated that 27 per cent of all farm land is rented in western Ontario. This is certainly prime agricultural land, so that I think it is safe to say that renting is on the increase, with

good reason because of the fact that the farmers have to produce large amounts of capital in order to buy land.

I think the present farm policy is oriented, largely, around a round price in property. Then it goes provincially and federally and this does very little for those people who are really bearing the true cost of technological change, that is to say the farmers. I think it is fair to say that the farmers are bearing the brunt of technological change. I think the real beneficiary is the consumer, simply because she has enjoyed cheap food over the years. Then we get into this business of the forced savings trap where farmers are actually forced to save, in order to save for their property. As I said yesterday, they live poor and die rich.

Interjection by an hon. member.

**Mr. Gaunt:** Well, it is a good thing up to a point but I think that in rural Ontario during the last few years the living standards have been greatly sacrificed because of forced saving.

I think there is an optimum there, and I think we have gone away over that. I am not saying that forced saving *per se* is not a good thing. I think some of it is, but I think that our present conditions have swung the pendulum away far to the left. I just want to read a few brief sentences out of the food and fibre report, which was commissioned by the Johnson administration in the United States. It is the counterpart, I think, to the Farm Income Committee here in the province and it says in relation to high land values that contribute to farm tenancy:

The level of tenancy is a function of the ratio of return to labour and the return to land. Where most of the income is attributable to the labour input, rents are low, land values are low, land is easy to pay for and nearly all of the land is owner-operated. On the other hand, where the ratio is low, much of the income goes to the land. Then in respect to the outflow of funds from agriculture.

This is all tied in. It is all part of the same picture. Most of our agricultural land is held privately. This method of holding requires that the land be transferred at least once each generation. There, only about 30 per cent of the land transfers involve inheritance. American farmers must have at least 70 per cent or more of the value of their land each generation. I think the same pretty well applies here, particularly in view of the changes that



have been made recently in Ottawa, in respect to the inheritance tax. Now then, it goes and this part:

Rising land values and mortgage debt can create irreversibility in agricultural programmes. As programme benefits become embedded into the land value, and in turn become assets of the new land owners, the public is reluctant to undertake economic changes that would weaken the collateral base and result in the social distress that attends widespread asset devaluation. The benefits are lost through capitalization and mortgages.

The only solution becomes new benefits, and really that is what we have been talking about these last few years in agriculture. We have been talking in terms of new benefits to farmers. We have been talking in terms of increased prices or lower input costs, and I think this is one of the reasons why land rentals are on the increase. I think this is one of the reasons why farmers—although the idea is somewhat foreign to them and perhaps not completely acceptable—have been forced into this position simply because of the large amounts of capital that are required for ownership.

Now I am wondering, I noticed in the farm income report that this matter was dealt with at considerable length and the proposal was that The Farm Land Rental Act be implemented, and legislation be brought in to give some protection to both the person to whom the farm is being rented and the renter. I think some of these suggestions are certainly very worthwhile and I would be interested in hearing the Minister's views. For instance, all rental agreements should be in writing. The leases should be signed for a specific number of years. The procedure for settling disputes between the parties in the event that something happens should be set out. Who pays for what? I would be interested in hearing what the Minister's thoughts are in this respect.

The other thing that I am wondering about: I know that under ARDA, the farm enlargement programme, the ARDA branch agrees to purchase land in the event that a farmer wants to sell to ARDA but the maximum is \$100 per acre. In many areas this puts ARDA, and the benefits obtainable thereunder, simply out of the reach of a lot of farmers who—

Interjection by an hon. member.

**Mr. Gaunt:** Well, that is true. I am saying that the programme is a good one but I am just saying that I would like to see the pro-

gramme extended to the extent that the \$100 limit is raised. I think that there are many good farms that could be purchased under the ARDA programme, but cannot now be accommodated simply because the land values are \$200 and \$300 an acre, whereas the limit under ARDA is \$100. If we are going to be able to attain the mobility and the progress that we have to have in agriculture, that is to say, if we are going to be able to make the shifts and the adjustments in agriculture, then I think we have got to take a look at extending the ARDA programme in this particular area. I think that there are many farmers who have come to the age when they would like to sell their farm, and would sell it to ARDA if ARDA was allowed to pay the price which is being asked.

**Mr. Chairman:** The hon. member for York North.

**Mr. Hodgson:** Mr. Chairman, I usually listen to the hon. member for Huron-Bruce with a great deal of care, but this is one of the occasions when I cannot agree with him as far as renting procedure is concerned. I do not suppose there is an area in the province of Ontario where there is more rented land than there is just north of Toronto here—an area going down very fast. You can drive through that area. . . . Ten years ago you could say this is one of the best farming communities in all of Ontario. The buildings were in good shape; the land was kept up well but a lot of this land is being leased back and sold and leased back to the owner for five years. Well immediately it comes out of ownership, it starts to deteriorate. . . . They have it for five years. They are not farming the farm, they are mining the farm. They are taking everything they can get out of that land for the next five years. I do not know what is going to happen after that. It is going to have to start right at the bottom. A renting situation, as has been mentioned here this afternoon, probably would take a lot of supervision, close supervision, and a lot of management. If the province were to buy this land, as has been proposed this afternoon, it would immediately have to get into a farm management programme that would have to put on its own operators, as far as I can see, because once ownership becomes renting. . . . I can think of one lawyer here in the city of Toronto who is—you can describe him I suppose, as a gypsy farmer—farming about 1500 acres of land within an area of ten miles of where the central farm is located, and he is actually mining this land. He is taking everything

out of it . . . grows wheat of it for two years, puts it back into wheat again three years. You just cannot . . . this is not good farming. You have to have rotation in farming and renting is not the answer to vacant farms, I can assure you. If the government is going to buy them, they will have to go into some kind of a farm management programme and operate the farms in most cases. You do get exceptions to all rules. That is all I wanted to say, Mr. Chairman.

**Mr. Chairman:** All right.

**Mr. Gaunt:** I appreciate what my friend has said in this connection. I realize that there is some problem but I pose the problem to him: What is the answer? Our farmers today just simply cannot get the money and do not have the money to expand. The department on the one hand says you have got to get bigger, you have got to expand, then on the other side of that—

**Mr. Hodgson:** There are projects going on the record where they are able to expand. There is a programme for expansion which is not too costly. A lot of encouragement from the present—

**Mr. Gaunt:** Well, that would be . . . first of all I want the Minister to comment on our Farm Land Rental Act and on the \$100 limit.

**Hon. Mr. Stewart:** Well, first of all on the \$100 limit: This is really controlled by the federal-provincial agreement at \$100 per acre. Now this is land, at that price obviously, that doesn't readily sell. If it was readily saleable land, somebody would be buying it for a lot more than \$100 an acre. But that is why the limitation is in there, and frankly we haven't any notion of changing it either at the federal or provincial level.

We have discussed this with the federal people and there is a good reason for it being kept at that level. We are acquiring an enormous amount of land at this price, and I would think that for any land that is selling above that, there is surely somebody anxious enough to buy it. As far as your land-lease deal is concerned, I cannot imagine any farmer, who is a businessman farmer, making a deal to lease land or to rent land without having a lease on it. Surely to goodness that is just common sense. Now, does the province of Ontario have to draw up some Act that says: "Thou shalt not rent 10 acres of land or 100 acres of land or five hundred acres of land without you comply to this

lease" and cross every "t" and dot every "i". Surely to goodness, the rights of the individual and the right to make decisions must be left to the farmer yet.

**Mr. Gaunt:** You misunderstand me, obviously. I am not suggesting that. All I am saying is that you create a condition under which renting is a fairly attractive alternative.

**Hon. Mr. Stewart:** Well, it must be really attractive now, Mr. member, or it would not have, as your yourself suggested, 27 per cent of the land in certain areas rented.

**Mr. Gaunt:** Sure, it is attractive now and it is going to become more attractive. I suggest to you that there are a good many farmers in the province of Ontario, and I am sure you know them as well as I do, who go by word of mouth, who have—

**Hon. Mr. Stewart:** Their word is their bond.

**Mr. Gaunt:** That is right, and they are prepared to go on that basis.

**Hon. Mr. Stewart:** Sure, right, exactly.

**Mr. Gaunt:** Neighbours that live beside one another for years, and they say, "I want to rent your land from you next year," and they reply "What price?" and they arrive at a price, and that is it.

**Hon. Mr. Stewart:** Sure. What is wrong with that?

**Mr. Gaunt:** Well, are you saying we should have an Act?

**Hon. Mr. Stewart:** I never said anything of the kind.

**Mr. Ruston:** He never did.

**Hon. Mr. Stewart:** Oh, I listen as much as I can to the way you talk.

Interjections by hon. members.

**Mr. Hodgson:** Yes, he said, he pointed out—

**Mr. Ruston:** He never did. Do not pull that stuff off.

**Mr. Gaunt:** Well, I presented it in the light of what the farm income report had to say in respect to the land corporation, the fact that Great Britain has a rental act under which people who want to invest as an investment can invest in land, and then this land is



leased back to farmers. That was the light in which I made those comments. If the Minister doesn't agree, well, that's fine. All I was saying was that this is the case, and I think perhaps we should take a look at it. It might be a good idea, and that's all I said.

Now the ARDA programme, in respect to the cheese industry, has been under discussion. I know the Minister commissioned a report on the cheese industry, which was reported sometime last year—I think it was in the spring of last year. Now is ARDA going to give any additional assistance to the cheese industry? I believe that there was one plant—

**Hon. Mr. Stewart:** May I explain to the hon. member the cheese study that he refers to was done by the milk commission. ARDA has had nothing to do with that at all. I think there were two factories that were granted some money under ARDA the year before last. I don't think any got it this year, but I think it was two years ago, in 1967.

**Mr. Chairman:** The hon. member for Oxford.

**Mr. G. W. Innes (Oxford):** I want one little question which is related to land speculators. Maybe I'm out of order, but I would like to know what your inspectors are doing to try to clean up some of this land that is a real disgrace throughout the countryside of Ontario. Further, are your inspectors enforcing The Weed Control Act to its ultimate? Have there been any convictions and if not, why not?

**Hon. Mr. Stewart:** Well, first of all the weed inspectors are all appointed by the municipalities. We pay a share of their salaries, and wherever there are complaints that reach our ears we simply refer it back to the municipality and say: "Look, this situation has reached our ears and your inspector had better get on the job". Usually that has been satisfactory, and has been satisfactorily cleaned up. We have not had any real complaints on this.

**Mr. Innes:** You have no control over the local weed inspectors whatsoever?

**Hon. Mr. Stewart:** No.

**Mr. Gaunt:** One question before we leave ARDA. Were there any monies given under ARDA to Copaco in Barrie, or was it all under the—

**Hon. Mr. Stewart:** Not under ARDA, not at all.

**Mr. Ruston:** All under the Cooperative Zone Act?

**Mr. Chairman:** Carried.

**Mr. Ruston:** Are we on this?

**Mr. Chairman:** Ontario telephone service. Interjections by hon. members.

**Mr. Chairman:** We've been on this vote all afternoon, but ARDA was mentioned in regard to the cheese industry and that was in regard to the Milk Products Board. And this was carried.

**An hon. member:** What was carried?

**Mr. Chairman:** The vote on Agricultural Rehabilitation and Development. That's what we've been talking on for two days, and it was carried.

**Mr. Makarchuk:** Well, Mr. Chairman, let's not try to steamroller something through.

**Mr. Chairman:** Nobody's steamrolling, but surely you can read. It's item 4.

**Mr. Makarchuk:** I just want to rise and ask a few questions on the project.

**Mr. Chairman:** You've had the opportunity before.

**Mr. Makarchuk:** Well, this is why I am here. As soon as the hon. member for Huron-Bruce was down, I was on my feet. I just want the Minister to indicate whether all the money that's being allotted to Ontario by the federal government for ARDA projects, if all of that money is being used, and also: Just what are some of the projects that are going on right now?

**Hon. Mr. Stewart:** Well, I can take the rest of today, and until we get back into the estimates next Tuesday.

**Mr. Makarchuk:** Well, tell me all that we're doing.

**Hon. Mr. Stewart:** First of all, every dollar is being used, and we've had to restrict some of the programmes because we haven't been able to get enough money to do them. So that is how tight we are in that particular programme. As a matter of fact, in the farm drainage deal we got into, we had such a run on the money that we've more than used the amount allocated from the federal government. Then the federal government told us they were cutting the grant from \$25,000,000 to \$18,000,000. That really threw us in a



tizzy because we had everything spent for the full amount, right up. Now we took that to Ottawa, and fortunately he agreed with us. He said this was an agreement made in good faith, and he came through with the full amount of the \$25,000,000 and a few dollars over the five-year period. Because there were a good many municipalities that had gone into the drainage programme and had accepted applications for drains, the province of Ontario made up that extra third, amounting to a total cost, for those drains, estimated as \$12,000,000. So it will cost the Province of Ontario \$4,000,000 out of our own Treasury, over and above the ARDA money we would normally spend.

**Mr. F. Young (Yorkview):** What was the drainage programme? What kind of drainage?

**Hon. Mr. Stewart:** It was a municipal drainage programme where ARDA paid the extra third. That's to the one-third that's paid by The Department of Municipal Affairs. Then ARDA was paying an extra third.

**Mr. Young:** So this took up the slack, so to speak, and over the slack?

**Hon. Mr. Stewart:** No, there were so many municipalities that qualified for this grant, that we did not have enough money in the ARDA budget to do it. The federal government, in their agreement of \$25,000,000 over the five years, said that not more than 50 per cent can ever be used for water projects, including drainage projects. So we simply ran out of money.

**Mr. Young:** What would the drainage be? Getting water away from these foundries? It wouldn't be anything—

Interjections by hon. members.

**Hon. Mr. Stewart:** The Municipal Drainage Act—

**Mr. Young:** Right, under that—

**Hon. Mr. Stewart:** —now it is known as The Drainage Act of Ontario, provides for the right of more than one farmer to sign a petition, and take it to the municipality. If the municipality approves, it puts an engineer on, the costs are assessed and the drain is dug.

**Mr. Young:** It improves the water courses, all this sort of thing—

**Hon. Mr. Stewart:** That is right.

**Mr. Young:** It would not include tiles?

**Mr. Chairman:** Carried.

**Mr. Makarchuk:** Mr. Chairman, just to follow this up, I am concerned about what the department has done, or is thinking about, on the recent report that was put out by the Economic Council of Canada, which said that: "the traditional role," and I am quoting, "of adjustment policies, have proved inefficient in fighting against poverty." This came as no shock to the members involved in the ARDA programme, and further on, it says that, "It is noteworthy that for rehabilitation, the programme placed chief reliance on the purchase price in minor moving grants. Little or no provision was made for advisory services or for training."

But basically, what the report did state in essence was that really the ARDA programme was not assisting in the battle against poverty, or eliminating poverty in the rural areas; that most of the assistance that was derived from the ARDA programme really went to the better-off farmers. And I was just wondering if the Minister was aware of this; if this has been taken into consideration; and if any of the programmes carried out by the department have been adjusted or have taken this into account?

**Hon. Mr. Stewart:** Yes, that is the whole basis of our programme. That is really the basis of the ARDA programme. It is a people-oriented programme, and regardless of what someone may have said in that report, the basis of ARDA and its application in Ontario—and I am not talking about any other province, I am talking about Ontario—is geared to people, and what it will do for people, and it is entirely focussed on that very aspect. I think you can rest assured, and I would be glad to show you many illustrations of where the ARDA programme has come to the assistance of people. I give you an illustration of buying the farm, letting the people live there; they can work somewhere else. If they can not work somewhere else, they cannot get a job, we will move the farmer to wherever he can locate a job, and if he needs re-training for that job, we will re-train him. We have re-trained 850 people to give them alternative opportunities of employment. Many of those people have found job opportunities in the EIO programme that is under The Department of Development, Trade and Development, in these industries that have been established. We feel that these principles must be inculcated in the new agreement that we are trying to draft with Ottawa. It has to be people-oriented. We have acquired enormous

quantities of land—120,000 acres of land has been acquired for forestry and recreation area, taken out of agriculture because the resources were not there. We have acquired 116,000 acres of land to be put into farm consolidation where it has been rented to the farmer, and we have helped the farmer that lived on that land to re-adjust to a different type of life or a new type of employment. But the farmer that has rented that land from him, with the option to buy it, is expanding his area into a viable holding. Now that is what is being done under ARDA.

Interjections by hon. members.

**Mr. Ruston:** What is the amount? This sounds like a very good plan, and I have heard of it. What is a shared agreement, Mr. Chairman, with these lands and setting up the people to stay, under that particular plan. What is the shared agreement?

**Hon. Mr. Stewart:** Oh, you mean the rental agreement?

**Mr. Ruston:** The agreement you have with the federal government. What is the share?

**Hon. Mr. Stewart:** Fifty-fifty, on that project.

**Mr. Hodgson:** Well, I'd like to ask the Minister: Since his announcement of the new grants under The Community Centres Act, what response are we having to it across the province?

**Hon. Mr. Stewart:** Oh, it has been tremendous. The response is just enormous. Quite frankly, it is one of the most delightful programmes we have got, Mr. Chairman, in that there are a great many municipalities that are using this money since we doubled the grants, 25 per cent up to a maximum of \$10,000 now, rather than the original \$5,000. Broadening it to include more than one municipality has meant a very great deal, because we have got joint municipal projects going now.

**Mr. Chairman:** Carried.

**Mr. Makarchuk:** Mr. Chairman, we have jumped to the Ontario Telephone Service I presume.

**An hon. member:** No.

**Mr. Makarchuk:** No, we have not? OK, we will come back to that, but we are on The Community Centres Act once again. This has been raised before. We can always get buildings; but the idea is that you have

to organize the activities inside the buildings in terms of somebody directing the recreation or the uses, organizing programmes for the children, and so on. Now, is the Minister considering, or looking into the idea of not just providing funds for financing, just for the physical structure, but also possibly providing some funds for communities so that they can hire people to make use of these buildings? Now I realize in a sense that this could be the responsibility of the other departments. In fact, I would feel that this should be in another department. But at the same . . . while he is here, does the Minister . . . has the Minister looked into this situation?

**Hon. Mr. Stewart:** Yes.

**Mr. Chairman:** Your point is really strictly out of order, and we did permit the one question, but I think that—

Interjections by hon. members.

**Mr. Chairman:** We will deal with the point when we come to it, in the proper order.

**Hon. Mr. Stewart:** Well, I think we should clear it up, Mr. Chairman, if I may, and let the vote go, because it is a vote that I think would not generate a great deal of discussion. But in answer to the hon. member for Brantford's question: What you say is quite valid, and it is being carried out under The Department of Education. That is where they provide the assistance in that area.

**Mr. Chairman:** Carried. Telephone service.

**Mr. Ruston:** Well, the one thing I wanted to inquire about—and I do not know if you have anything available on these, or maybe we could get it at some other time—with regard to the Central Community Telephone Company Limited, Dunnville. I understand they have six branches there, and—does the Erin telephone system—I am not familiar with it, so, I had some information from one of the other members, and he has not got it to me—have you had any complaints with regard to extended area services in the Erin telephone exchange service?

**An hon. member:** Erin . . . Erin?

**Hon. Mr. Stewart:** I will ask Mr. Bennett.

**Mr. R. G. Bennett** (Assistant Deputy Minister): No, I do not recall any specific complaint. You mean this would be the central



community service, connecting up with other connecting companies?

**Mr. Ruston:** Well, extended area service. . . . You know what I mean by extended area service?

**Mr. Bennett:** My feeling is that with this particular company, and most in this category, that where the survey of usage would indicate that demand for extended area service exists, they would usually make provision to do it. Now sometimes you get requests from a group of people who wanted extended area services. The policy is that the company will do a survey, and get a percentage, and I just forget the percentage. I think they use . . . I think about 35 per cent, yes. Then they consider it. I do not think this has ever come up in that level.

**Mr. G. E. Smith (Simcoe East):** Mr. Chairman, I was wondering if I could ask the Minister or the deputy Minister: How many, roughly, how many private systems are there still in operation in the province that would come directly under your commission?

**Hon. Mr. Stewart:** There were 94 independent systems at January 1, 1968. Now that will have been reduced, and there are 80 systems remaining now.

**Mr. Makarchuk:** Mr. Chairman, I was wondering if the Minister could indicate what type of supervision is carried out by the department in terms of rate setting of these particular telephones? How do you adjust this? Is this left in their own hands? The other thing is: Do you hold hearings, public hearings, before an existing private telephone system is sold to the Bell Telephone? In other words, is there some discussion of whether the sale would be in the public interest?

**Mr. Bennett:** The matter of rates. These all have to be approved by the commission. Submitted by the company and approved by the commission. These are usually approved at the prevailing rates for particular zones. And when I say zones in this context I mean the number of phones that can be called will determine the rate grouping it might be in.

With regard to sale, I would say that in most cases, particularly in all cases of municipal systems, a hearing would be held prior to sale. The majority of the subscribers would vote on whether they wanted to sell or not.

**Mr. Makarchuk:** When you say the rates are set for the zone, do you look at it in terms of the investment involved and return

on the investment? Do you look at these figures? And then they say you will get a six, seven or eight per cent return on the investment similar to the Bell Telephone which is controlled by the Board of the Transport Commissioners?

**Mr. Bennett:** They certainly provide a comprehensive statement on why a certain amount of revenue is required to keep the system in a viable state. That is considered along with the other criterion from the subscribers' point of view, to keep the rates in line with the calling area that is served without having to go into long distance. These two things are mainly the ones considered.

**Mr. Gaunt:** There have been a number, as has been indicated by the Minister. Now are these primarily amalgamations that take place within the rural telephone systems themselves or are these cases where Bell Telephone moves in and buys up the rural system?

**Mr. Bennett:** There are some amalgamations. Some of both.

**Mr. Ruston:** I just wanted to say that I think that since last year when the chairman of the commission retired, I have not had a chance to see him. I just have had a number of dealings through the commission in my capacity and I just wanted to say that I have enjoyed very much my association with the commission in the number of years that I have dealt with them.

I found them very co-operative, sometimes we did not always agree, but we did, I guess, apparently, because our system has been very effective and has been doing financially well. I was always one who thought that municipalities, if they could, should continue to own these.

In one in my own area, that sold only recently, the price was so high that the people could not do anything else but accept it. Bell took it over, and this is the problem you face. I mean, the money is there, and what are you going to do? But I do want to say that I appreciated the assistance they gave, through me personally, to our area.

**Mr. Chairman:** Carried.

Vote 105, Agricultural Marketing, general expenditure, administration.

**An hon. member:** I see in administration, central Ontario cheese-makers association, \$200. Is that for any specific reason? Is that an annual grant or is it once in a lifetime?



**Hon. Mr. Stewart:** No, that is an annual grant.

**An hon. member:** It is an annual grant?

**Hon. Mr. Stewart:** They have an association.

**An hon. member:** They have an association of processors.

**Hon. Mr. Stewart:** Most of them are cheese makers. Most of them work for co-operatives. They have a little show.

**Mr. Ruston:** Administration. Could you tell me how many farm people show at the Royal Winter Fair? Have we ever had that figure? Is it available? How many registered farm people show at the Royal Winter Fair?

**Hon. Mr. Stewart:** We could get it for you, but I do not have it here.

**Mr. Ruston:** I would appreciate it if I could have that. It would just be an interest point, of course. My reason is seeing how many people are involved in our grants over there.

**Mr. Makarchuk:** On the same point, Mr. Chairman, considering that the Royal Winter Fair gets \$50,000, which is a very substantial sum, could you indicate just exactly what this money is used for by the fair?

**Hon. Mr. Stewart:** It is not earmarked for any specific purpose. It goes to the Royal Winter Fair, but we feel that we have a great show going for us here in the province of Ontario. We have quite an advantage. That is really the show-end of Canadian agriculture and here we are right in Ontario. We do not have to ship our livestock out. We have exhibits coming from every province in Canada. We have people coming from every province in Canada.

We can take our young people there, our 4-H people, and our 4-H club leaders; we can take our schools there, and heaven only knows, there are thousands of school students who visit the Royal Winter Fair. We have the opportunity as Ontario people of promoting Ontario food products through the Royal Agricultural Winter Fair Food Show, which we subscribe to and assist with our food council exhibit. Really we feel that because this show is here in Ontario, that we have an opportunity to capitalize on something that no other province has in Canada; so we make this contribution to the Royal Winter Fair to help them to keep solvent, quite frankly. It is a sizeable amount that we—well, in the total budget—yes, it is small.

**Mr. Hodgson:** Just another point. I think this was carried in the news a while ago, where children may be denied entrance to the show during certain periods, or something like that. I hope the Minister, through his influence, will prevent this from happening. I am not sure whether this is going to go into effect, but it was mentioned in certain news reports, and I feel that despite the inconvenience that they can possibly cause, I think that certainly the benefits would greatly outweigh the inconveniences. Considering that we do contribute \$50,000, if this matter should come up, I hope the hon. Minister uses his good offices and moral suasion in this case to try and prevent this from happening.

**Hon. Mr. Stewart:** Well, I have been assured that the schoolchildren will be at the Royal Winter Fair this year.

**Mr. Chairman:** Carried.

**Mr. Gaunt:** Well, I was just going to make some comments in relation to the federal government and rumblings that have been heard this fall in respect to the cutting of the grants to the various fairs. I would hope that they do not do anything about cutting the grants to the various fairs, not only the Royal, but the other fairs. The B fairs: I understand they do not contribute anything to C fairs; but they do to B fairs and to the A fairs like Ottawa and the Royal Winter Fair, and so on. I certainly hope that nothing is done from their point of view in cutting grants, and I hope we can get the assurance of the Minister that the province will not cut back on those grants as well.

**Hon. Mr. Stewart:** Well, you have had that many times, Mr. Chairman, in questions that have been asked of me in the Legislature, and I can assure you that we have no notion whatever of cutting the grants back.

**Mr. Gaunt:** Good: I am happy to hear that.

**Hon. Mr. Stewart:** We like the fairs. We think it is a great thing for people. You talk to your friends at Ottawa.

**Mr. Makarchuk:** Mr. Chairman, through the course of the estimates, we did touch on marketing in various places, and the Minister said that he was going to make a few statements on that. Would he care to make the statements on them now, and then perhaps—

**Hon. Mr. Stewart:** On what?

**Mr. Makarchuk:** On marketing itself; on product marketing. And we did touch on the matter of beef, the matter of whether consultations are being carried out between your department—whether you're trying to sway—

**Mr. Chairman:** We're on the administration section right now.

Carried.

Milk products is next.

**An hon. member:** Page 14.

**Mr. Makarchuk:** Well, just a moment, Mr. Chairman. Marketing itself does not come under any particular section.

**Mr. Chairman:** It does.

**Interjections by hon. members:** Farm products marketing, page 14, and so on.

**Mr. Gaunt:** Mr. Chairman, I was very interested this past spring to read and to learn later on, about the request for an increase in the price of milk to the industrial milk shipper across the province. I believe the increase was six cents and was in response to the federal government's policy of subsidy, and it was indicated that an increase would be justified. The Milk Marketing Board requested that this increase be given to the industrial milk shippers. I think it amounted to six cents; an increase to \$2.60 from \$2.54 a hundredweight. The processors appealed this decision to the commission and the commission said: "No, we do not think the increase is justified at this time. We cannot go along with the Milk Marketing board in this respect."

The Milk Marketing Board then re-applied, I believe in July, for the six cent increase, and the milk commission, at that point, granted the increase.

Now I am wondering if in fact the processors in the interim changed their minds. I know that the chairman of the milk commission went through quite a period of trial and tribulation, if I may put it that way, in respect to this matter, and I believe that on his own volition he resigned as chairman of the commission a short while later.

**Hon. Mr. Stewart:** Are you associating this with his resignation?

**Mr. Gaunt:** No, I was not associating this with his resignation.

**Hon. Mr. Stewart:** Well, I thought the inference was there.

**Mr. Gaunt:** Well, if the Minister thought the inference was there—I said of his own volition, so that I didn't intend that there be any association. If there is any association, I would be interested to hear the Minister say so.

**Hon. Mr. Stewart:** There certainly is not and I do not want anybody to put that kind of an interpretation on it, believe you me.

**Mr. Gaunt:** Fine!

**Hon. Mr. Stewart:** There is nobody that has made a greater contribution to the dairy industry in this province than George McCague. I do not want his name besmirched by a crack like that.

**Mr. Gaunt:** Well, I would agree with that.

**Hon. Mr. Stewart:** That was nothing but a crack.

**Mr. Gaunt:** I would agree with that.

**Hon. Mr. Stewart:** Ah, ah!

**Mr. Gaunt:** Well, I do not think it was nothing but a crack.

**Hon. Mr. Stewart:** It sure was a crack.

**Interjections by hon. members.**

**Mr. Gaunt:** It was not a crack! Mr. Chairman, I take issue with the Minister on that. I did not intend any slur, or any indication that the chairman was in any way maligned; I did not intend that at all.

I realize that he has made a great contribution to the province and to the industry.

Now I would be interested to hear from the Minister if in fact the processors did actually change their minds and eventually agreed that they could pay this six cents without any hardship.

**Hon. Mr. Stewart:** Well, Mr. Chairman, the whole matter resolves itself into what happened at the time The Milk Act was established in 1965.

The milk commission was set up then to administer the Act and in sections 25 and 26 there is an appeal to the milk commission. Now surely, the proper course of action was followed. The Milk Marketing Board set the regulation for an increase; the processors appealed the increase. The Milk Marketing Board, at the hearing, did not appear, as I understand it. When the hearing was held by the milk commission on the six cent increase the board did not appear at all.



Based on the evidence that was presented to the milk commission at that time, and bearing in mind, as I understand it, the fact that there was no set pattern as to how milk pricing was going to go in Quebec or as to what the finished product in Quebec was going to sell for, the milk commission felt that to initiate the six cents increase at that time without knowing these other factors would not put the processors in an untenable position. And that is what they said.

Learning that their increase had not be granted, or had been denied by the commission, the Milk Marketing Board then appealed the ruling and a hearing was held in July at which time they appeared and presented their case; and the processors appeared and presented their case.

But this other matter, the pricing in Quebec of the product, had been considered. And the price of cheese, by the National Daily Commission, had also been established. So that they learned that the processor could indeed pay the price. And so they set the price at six cents, the increase the Milk Marketing Board wanted.

There was no manipulation, there was no finagling, there was no under the table stuff at all. It was an outright arrangement set under The Milk Act. And so the price was established and that was it.

Now there was a clear understanding all the way through the piece. I want to make it emphatic that Mr. McCague retired from the board, he did not resign. He is presently a member of the Milk Commission, although he has retired as chairman. But he is still on the Milk Commission. He had reached the place where he qualified for retirement and took his retirement, but we persuaded him to stay on as a member of the commission. He is one of the greatest men who has ever lived in the province of Ontario for agriculture, no question.

**Mr. Gaunt:** I agree.

**Hon. Mr. Stewart:** A tremendous man!

**Mr. Gaunt:** May I ask the Minister, Mr. Chairman: Did the commission request the Milk Marketing Board to appear in the first instance?

**Hon. Mr. Stewart:** I do not think they requested them; it is their prerogative. They were notified of the hearing, and if they did not see their way clear to come, well, that is their prerogative.

**Mr. Chairman:** Milk products!

**Mr. Makarchuk:** Yes, on milk products, I believe there is a letter, probably the Minister has received a copy of it. This is from the Leeds County Farmers' Union, and I am sure the Minister—

**Hon. Mr. Stewart:** Yes.

**Mr. Makarchuk:** You are acquainted with the Farmers' Union. They were concerned about the low milk tests that they were getting from the central milk testing laboratory, and also the fact that there was a discrepancy in the tests done by the federal government in comparison with the tests done by the central laboratory. After repeated complaints they seemed to get a form letter back from a computer or something saying the same thing over and over again and nothing was being done about it.

I just wonder—you say you have received information on that, would you indicate what is being done about it?

**Hon. Mr. Stewart:** There is a very good explanation for what has happened and I will ask my Deputy Minister, Mr. Biggs, who has had a very thorough analysis made of this thing, to relate this to the committee, Mr. Chairman.

**Mr. E. M. Biggs** (Deputy Minister of Agriculture and Food): Mr. Chairman, first of all we have this under active study now to determine all of the facts concerning this particular situation. We have a copy of the letter received from the Leeds County Farmers' Union.

We are dealing with three different types of tests here, and I am sure that those of you associated with the dairy industry will understand the problem.

First of all we have the ROP, or the record of performance test, which is a federal one taken on the purebred herds by Ottawa people. The sample of milk is taken on a particular day and this milk is tested. The DHIA, which is the dairy herd improvement association, has the programme associated with mixed herds and it is carried out by the provincial Department of Agriculture and Food. Here again a sample of milk is taken on a particular day and tested.

Now milk, if tested on a different day of the month, will give a different butterfat test. So therefore you can have, very logically, a different reading on a test taken by the Ottawa people or a test taken by the provincial people.



In the case of the central lab testing, which is the one that is done under the marketing plan for milk, a composite sample is taken by the trucker, who goes around to pick up this milk, or by the plant, in the case of direct delivery in cans. This is put into a small bottle, with a preservative, and as a result you get a collection of milk over a period, which is called a composite sample. This composite sample is then tested, and again you get a third different type of test. So you have this problem.

The other one is the common mistake that is made by farmers. When they look at the ROP test or the DHIA test and try to compare it with this composite test, the error they make is that they forget, quite often—and I am sure this will be found in this case because it has been the history in the past—that to get the actual average test of a herd you must take the production per cow, multiply it by the test and then add them all up and divide by the total number of pounds to get the average test.

In other words what you get is a weighted test. You cannot just take the test for each cow, divide by 25 and come out with the average.

This is the explanation. But again we are looking into this situation completely and we will have all the details.

**Mr. Makarchuk:** Mr. Biggs, I follow your reasoning and I can see the logic behind your arguments. The point I would probably want to stress here is the fact that the farmers did have a legitimate complaint; that they did write letters and so on, and all they got in return was the same type of letter over and over again. Surely somebody in the department could have contacted the farmers and said: "We are investigating this thing and we will look into it again and we will try to reply to you later."

**Hon. Mr. Stewart:** Well, Mr. Chairman, I am advised that there were two meetings held with this group by the milk commission field staff where an attempt was made to explain it. Now that is a little better than just sending out a form letter.

**Mr. Chairman:** The hon. member for Carleton.

**Mr. Johnston:** I have nothing to add, except that I just wanted to comment on a personal experience in milk testing. In the month of June, for the first two weeks, milk on our farm tested three-six; for the second two weeks, three-two.

Now one could hardly qualify that spread, but there was not a darn thing we could do about it. We had a check test made; but you run into this all the time. I just pass that along.

**Mr. J. W. Snow (Halton East):** Mr. Chairman, there are a couple of things I have on the milk products, one following the same line as we have been discussing for a moment on the tests.

In discussing the results of the tests now through the central lab since the Milk Marketing Board came into effect, and comparing them with the tests that were received by the dairies, any farmers that I have talked to from my area feel they are getting better test results. That is, better test results now than they were getting previously from the individual dairies. I am not a milk shipper, and I cannot give any personal evidence on that, but—

**Mr. W. Newman (Ontario South):** That is true. As a shipper I can confirm that you are right.

**Mr. Snow:** It is my belief, anyway, that the farmers are getting a better deal on tests now than they ever were before the OMPB.

Another question for the Minister: I am wondering if he has anything to report to us, or any progress or any suggestions on dealing with the quotas for the Channel Island breeders.

**Mr. Ruston:** That is a touchy subject.

**Mr. Snow:** I can see in my area our Channel Island breeders just disappearing. I know in general the farmers are certainly happy, are certainly 100 per cent happy, with the milk marketing board and the way it is operating. All breeders, as far as that is concerned, accept the fact that the quotas for the Channel Island breeders are just disappearing. Every Channel Island breeder that retires or goes out of business, his quota is obviously, it seems bought up by a—

**Hon. Mr. Stewart:** He sells it for \$15 a pound!

**Mr. Snow:** He sells it for \$15 a pound, but it goes invariably, to a Holstein. I am not a Channel Island breeder—never was. I tend more to the black and whites myself, but I still feel that there is a problem for these Channel Island people.

There are a lot of them in my area. They are disappearing and I do not know what

we can do. I would like to see if there is anything we can do to adjust their quotas in some way to the demand by the dairy industry for their milk.

I would like to know what thoughts we have coming forward on this. It seems to me it has been left at loose ends at the present time.

**Hon. Mr. Stewart:** Well it is a very difficult situation and I appreciate and sympathize with the purebred Channel Island breeder. He is the fellow who is really concerned. The Channel Island milk producer, I do not think, is as much concerned as a milk producer. It is the man who breeds the Channel Island cattle and sells them; he is the fellow who is really concerned.

**Mr. Snow:** They go together, Mr. Minister.

**Hon. Mr. Stewart:** Yes, that is true, but there are many Channel Island milk producers who are not breeders, *per se*.

The point you raise is well taken. There is no question of it. On the other hand, if we are going to have a milk marketing plan . . . It looks as though all milk producers that produce for the fluid market are going to have to belong to that one pool. What the Channel Island people want is a separate pool for milk. This has gone to all of the courts of appeal that it can go to through The Milk Act. The commission, say from the board to the commission and from the commission to the court of appeal, and from there to the Supreme Court of Canada, and every one of them has upheld the right of the Milking Marketing Board to establish one pool, so that it is not an easy problem to resolve. I find myself wondering just who to believe because I have Channel Island people telling me they have never been as well off before as they are now under the milk marketing plan. I have other breeders saying to me that they are not selling as many breeding cattle as they did before, but that they are getting more for their milk than they ever did. So it is a matter of rationalization and it is not an easy one to resolve. Perhaps it is one of the casualties of implementing the milk marketing plan.

**Mr. Hodgson:** Mr. Chairman, I would like to join in with the member for Halton East in support that something has to come up. We have to take a good hard look at it and see if there is something that can be done as far as the Channel Island breeders

are concerned. It would be too bad to see such good breeds of cattle, and good producers of this breed, over the years, just disappear because of the system. I think there will have to be a look at it, and this is going to happen. The good breeders are selling right and left. Well, I know of one of the very, very top breeders in the province of Ontario. Today he has about 40 head of Channel Island breeders and he has 100 steers, and it is a case of them just not paying at all.

**Mr. Haggerty:** Mr. Chairman, I think the main issue, the point we are missing, is that false advertising goes into the marketing of milk in the province of Ontario. One example is the sign that you see on these dairy vehicles, the trucks, "Buy our Golden Guernsey," and people today are not getting that product. In many cases all the milk is dumped into one big tank and goes back to the dairy and is pasteurized and shoved out on the market, and this is what the people are buying in little cartons. "Golden Guernsey" milk is not golden Guernsey. It is a mixture of all types of breeds of cattle, and I think this is what has to be corrected. If the people are going to buy "Golden Guernsey" milk, that product should in that carton, in that container.

**Mr. Snow:** Now, Mr. Chairman, that is not exactly correct. It may be that the hon. member may know of some instance where this is happening. I happen to know also of other dairies that are very meticulous in keeping their Jersey milk separate, and making sure that it is sold separately. Anyone who knows anything about milk can tell the difference between Jersey and golden Guernsey and Holstein milk. Another thing, I miss the difference. I know we buy a certain amount of skim milk in our household, and if you buy skim milk from one dairy . . . now I do not know what they do to it, but we can buy skim milk from one of the major chains, I will not mention any names but I guess one of the biggest, and I mean, you might just as well go out to the well and get a pail of water. Yet we buy skim milk from one of the smaller dairies which is altogether different. It just seems that these large dairies have some method of just taking absolutely everything out of this milk. They do not seem to take the cream off like normally—

**Mr. Ruston:** They do not even leave the "moo," eh?



**Mr. Snow:** They must even add a little bluing or something to it, and there are certainly no standards between the skim milks, or buttermilks, and different processed milks, between the dairies. But on the Channel Island people, I know . . . I agree with the Minister. The investigations I have made with my breeders, and I must say some of the major breeders of the province live within a mile or two of me, and they keep me well informed, I must say. But I have gone over their milk reports many times with them, and as far as the money they are getting for their milk is concerned, it is very little different to what they were getting previously on the open quota. Sometimes they are losing 10 cents. I have found cases of 10, 15, 20 cents a hundredweight, maybe, less than what they were getting before, but their main loss is in their cattle. Now, two of my major breeders went to Argentine, or South America—I do not know. They were all over the world this year promoting Canadian Jersey cattle, and they were able to make some sales, some export sales. They shipped a couple of plantloads, I think already. They have had the people from South America up touring the area and buying cattle. They are trying to promote their cattle outside of Ontario, because they are unable to find a ready market for breeding stock here in Ontario any more.

Knowing a little bit of background of farming, it is the sales of those purebred cattle every year that pay off the mortgage. It is not the milk cheque you get each month. This is a very important part of the farmer's income, the sale of the purebred cattle. Unfortunately this is the part that is suffering very seriously.

**Mr. D. M. Deacon (York Centre):** The member for Halton East just mentioned that it is the breeding stock prices that pay off the mortgage. But it is the demand for the product that makes the breeding stock worth something. It is the appeal of this quality milk, the golden Guernsey or the all-Jersey milk, that has made it possible for them to get these extra prices for their products.

What has just been mentioned about the fact that you buy golden Guernsey milk occasionally, and it is not—you just can tell by the sight of the skim where it shows up particularly—it really is not that product. It is obviously a mixture. It shows the need for us to find a solution to the way the product is picked up.

I had understood the department was going to look into the matter of dividing transports

into different compartments in the trucks in routes where there is sufficient quantity of shipping.

**Hon. Mr. Stewart:** That is being done now, Mr. Chairman. Where a dairy wants to keep them divided it is being kept divided now. There are dairies that do not do it, though.

**Mr. Deacon:** In other words, if there is difficulty now it is not because of a provision not having been made now for the pick-up, it is up to the dairy to control it.

**Hon. Mr. Stewart:** It is up to the dairy.

**Mr. Makarchuk:** Mr. Chairman, on this same point, the matter of product: when this matter was raised with the agricultural committee it was brought out in the report from the milk commission that the Channel Island, or some dairies—I do not know if it was in collusion with Channel Island breeders or otherwise—did sell milk which was not Channel Island milk.

Assuming that, as the Minister said, some of the milk is kept separately, I just wondered what supervision there is by either the government or the milk commission, if they sell the milk, that it is a specific milk. Because from past experience we know, or at least the commission says so, that some of the milk that was sold as Channel Island milk was not Channel Island milk.

**Hon. Mr. Stewart:** Well, of course the Milk Marketing Board rather than the commission made that statement.

**Mr. Makarchuk:** Yes, I am sorry. Well, has this matter been cleared up now? In other words, we have assurance that milk that is sold as Channel Island milk is Channel Island milk. Is there some supervision?

**Hon. Mr. Stewart:** Yes, it is under food and drug. The Department of Food and Drug look after this matter of advertising the food, and where there are problems that they know of, they do check them out. I do know of one dairy that had to bring his standard of Channel Island milk up or simply confine his sales of Channel Island milk to what he could rightfully say was Channel Island milk.

**Mr. Makarchuk:** Has this come about as a result of the Milk Marketing Board statement?

**Hon. Mr. Stewart:** No. I do not think that had anything to do with it. I understand that that was going on at the same time that the Milk Marketing Board statement was made.



**Mr. Makarchuk:** Well, in that case, Mr. Chairman, we do know that at one time there was not enough supervision, or, in other words, they were able to get away with selling other than Channel Island milk. I just wondered what changes have been made since then that now you say they cannot get away with it.

**Hon. Mr. Stewart:** Well, it is food and drug responsibility, and we do not have anything to do with it at all in the province of Ontario. It is under The Department of Food and Drug at Ottawa, and I have just told you that I know of one dairy at least—and there may be many others—but I do know of one dairy where this did happen, and I was talking to the farmer not more than 10 days ago and he said: "I have got the problem corrected. I had to do it and I have done it". So, I know that is taken care of, and they keep an eye on this all the time.

**Mr. Makarchuk:** In other words, it is not within your jurisdiction?

**Hon. Mr. Stewart:** No, it is not within our jurisdiction.

**Mr. Innes:** Mr. Chairman, what is the percentage of Channel Island milk being sold now, comparable to, say, a year ago?

**Hon. Mr. Stewart:** I could not tell you, I do not know.

**Mr. Innes:** What is the story?

**Hon. Mr. Stewart:** I could not tell you.

**Mr. Innes:** While you are looking that up I would like to ask the Minister what strides are being taken to change the present form of testing to the loop plate test, which has been asked for by the Milk Marketing Board and requested to the milk commission in preference to the Resazurin test as is currently being enforced.

**Hon. Mr. Stewart:** I would ask Mr. Bennett to reply to that question, Mr. Chairman.

**Mr. Bennett:** Regulations on milk quality are discussed on a continuing basis. It is under the Milk Commission Regulations. The work is done by The Department of Health. I understand that is subject to the determination of budgetary requirements, and so on, and securing sufficient laboratory space and changes of equipment to do it. Then the recommendations will be made to the Milk Commission from the Advisory Committee on Milk. The details are still under active consideration.

**Mr. Innes:** I would also like to ask the Minister if there is any initiative being brought to bear on inspecting milk when it has been installed in stores, and what effort is being made to try to correct the fact that some milk is being sold to wholesalers when it is at least eight to ten days old?

**Hon. Mr. Stewart:** Could you give an illustration of that?

**Mr. Innes:** Well, I think this is quite a known fact and your Milk Marketing Board will back you up, but some milk is held in storage for over a week.

**Hon. Mr. Stewart:** Oh, held in storage, but not sold to the stores.

**Mr. Innes:** No, not sold to the stores.

**Hon. Mr. Stewart:** I thought you said, sold to the stores at eight or ten days of age.

**Mr. Innes:** Did I say that?

**Hon. Mr. Stewart:** That is what you said.

**Mr. Innes:** I will correct myself, I did not mean that, but I do know that some milk delivered from the dairy to the stores is in the neighbourhood of five or six days old. Five days old.

**An hon. member:** Has to be a couple of days old.

**Mr. Innes:** It has to be—that is right. If you run into a holiday weekend it is quite conceivable that it goes into a holding tank and it does not get into the store until five or six days and then it is held there for two or three days.

**Hon. Mr. Stewart:** Well, has there been a problem in quality in this regard?

**Mr. Innes:** Yes, there has been.

**Hon. Mr. Stewart:** Well, I would ask Mr. Bennett if he has anything to report on it. I have not heard very much about it, there is only one area that I have heard anything about.

**Mr. Bennett:** The responsibility for the quality of the milk after it leaves the dairy is with The Department of Health. We have discussed that and the problem, I think, is one of education of the merchandisers. I think most of the problems that have been brought to our attention deal with the large supermarkets, or where your shopping pattern tends to change, where there are a few days that when a large amount of milk goes out all at

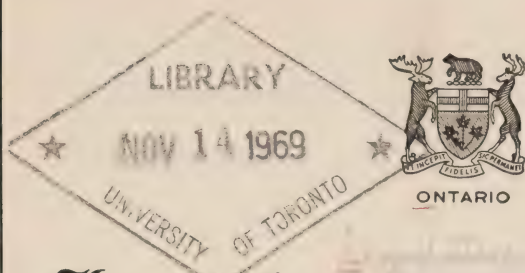
once and this does not get properly cooled. The Department of Health tells that us that from a health point of view there is really no problem with the amount of cold-forming bacteria. This does not say that the milk does not get sour sometimes, and it is a matter, as we see it, of education of the merchandisers. I discussed this at the International Milk Control Agency Conference at Niagara Falls with one of the dairy managers of a large chain here, and they recognize this and they are on a continuing basis revamping the type of counter space that they use in order to dispense milk and this type of thing.

Keeping in mind that the more modern stores may have this, maybe some of the not-so-modern are taking longer to get it in, but they are conscious of it.

For instance there is a change in the quarts. In the last 50 years there has been a change in the quart bottles to plastic jugs or cartons, so it is a different type of merchandise, and it is the keeping of the merchandise, the physical equipment up to date, that is causing the number of problems.

It being six of the clock the committee took recess.

S-7



# Legislature of Ontario Debates

**STANDING COMMITTEE ON SUPPLY**

**Department of Agriculture and Food**

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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**Thursday, October 30, 1969**

**Evening Session**

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**Speaker: Honourable Fred McIntosh Cass, Q.C.**

**Clerk: Roderick Lewis, Q.C.**

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## CONTENTS

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Thursday, October 30, 1969

Milk products, continued .....	S-63
Farm products inspection .....	S-66
Farm products marketing .....	S-68
Ontario Food Council .....	S-71
Veterinary services, communicable diseases and regional veterinary laboratories .....	S-75
Agricultural education and research .....	S-78
Motion to adjourn, Mr. Chairman, agreed to .....	S-87

## LEGISLATIVE ASSEMBLY OF ONTARIO

## Agriculture and Food Standing Committee

THURSDAY, OCTOBER 30, 1969

ON THE ESTIMATES—DEPARTMENT  
OF AGRICULTURE AND FOOD*(concluded)*

The committee resumed at 8 p.m. in committee room 1.

**Mr. Chairman:** Order.

Vote. Milk products.

**Mr. G. W. Innes** (Oxford): I think, Mr. Chairman, I was just in the process of asking a question of the Minister relative to the milk inspectors. I was wondering, since one of the staff reported that it was under The Department of Health that the inspection should be carried on relative to the quality of milk that is in the stores, that maybe the Minister could use his good offices to impose on the new Minister of Health to see if he could have some inspectors go out and do a little check testing in the stores from time to time, and just establish the quality of milk that is being dispensed throughout the province?

Possibly spot checks in the various cities could ascertain whether there is a real problem here or whether there is not. Surely this is of interest to The Department of Agriculture to have a product put before the public that is saleable and is going to increase sales? If it is not our responsibility now I think possibly we should impose on The Department of Health to the extent that we make sure that funds are available to provide extra inspectors. Mind you, I do not think you would need that many to have the odd spot check periodically throughout the larger cities within the area, and just see whether there is, in fact, an area where we can increase our sales of milk.

As you know, this is the area where the farmer receives his greatest amount per pound of milk, through the fluid milk trade. If we can increase the sales of milk we are doing our job to increase the income of every farmer in the dairy business in the province. Both in number one and two pools we have a joint responsibility that we will sell more milk in the top market.

It is the same old story: a good product sells so let us make sure it is the best that can be put on the market.

**Hon. W. A. Stewart** (Minister of Agriculture and Food): Mr. Chairman, I appreciate the remarks of the hon. member. I can assure you that we were not aware of any flagrant abuses of the milk quality, but the suggestion you make concerning more check tests of outlets, we will follow up on, not only in our own department through the milk commission, but working with The Department of Health as well.

**Mr. Innes:** Well, I doubt, Mr. Chairman, as was intimated by one of the department's staff—I do not think the department has been checking, and it is strictly the responsibility of The Department of Health.

**Hon. Mr. Stewart:** Yes, quality is, at outlets, but there is a place where we can do a little as well.

**Mr. Innes:** We have a responsibility and we should make sure they are doing something.

**Hon. Mr. Stewart:** We will.

**Mr. R. Haggerty** (Welland South): Mr. Chairman, on the matter of reconstituted milk. This is where they have taken powdered milk and have watered it down with water in some local dairies throughout the province. Is this practice still carried on?

**Hon. Mr. Stewart:** No, it is banned.

**Mr. Haggerty:** It is banned?

**Hon. Mr. Stewart:** Yes, by the milk commission. It is illegal to sell reconstituted milk now.

**Mr. Haggerty:** Yes, but do you carry out inspections?

**Hon. Mr. Stewart:** Oh, yes.

**Mr. Haggerty:** You do?

**Hon. Mr. Stewart:** Very rigid inspections.

**Mr. R. F. Ruston (Essex-Kent):** Mr. Chairman. I would just—well this comes under the dairy commission. I was looking over the report of the Ontario milk industry enquiring committee of 1965—of course it is four years old. Compensatory payment to present holders of fluid milk quotas was to be made by the Ontario government at the rate of, say, \$5 per pound per day. I know this is not done, but have there been any considerations given at any time, Mr. Chairman, with regard to people that were going out of business? We know the selling quotas now—up to \$15 per pound per day—and of course 25 per cent of this does go to the Milk Marketing Board. For instance, I have one here where a farmer had a quota of 523 and he got paid for 394. It is a little misleading when someone says they have a quota of 600 pounds and something, and sell it, whereas it is not all sold, of course. Some of it is taken over by the board.

On another point—I just wondered, is the dairy commission—I think I enquired one time of the Minister—decisions made by the Milk Marketing Board and any appeals went to the dairy commission with regard to quotas or anything that was wrong. I think at that time there were two appeals heard. No, there were more appeals than that heard, but I think there were two appeals granted in some way, at the time, that I heard. What about any appeals made to the dairy commission from decisions made by the Milk Marketing Board? Were any of those appeals changed by a decision of the dairy commission?

**Mr. R. G. Bennett (Assistant Deputy Minister):** I would have to go to the minutes of the milk commission to ascertain this, but off the top of my head I would say yes.

**Mr. Ruston:** This was Friday, May 3, 1968. We are going back quite a way, and I do recall this question was: Have any such appeals been heard? Yes, two. And has the commission increased quotas as a result of such appeals? No.

So, that was in May, 1968. That was one time I had enquired. I had one particular one I just wanted to mention. I realize it is under—these things are hard to change and you have regulations, but I am thinking of one in particular that had lost the quota and I think had appealed to the board, and also to the dairy commission. But he had, I think, 1,700 pounds and lost 330 or something. I have a letter here, of course, to the effect. There are large dairy farmers in

our area, and a family operation—two boys and a father, the father I think is about 75 now—and it is nice to have regulations and everything, but sometimes I wonder if we do not let our regulations run over us and we lose any moral responsibility that we may have. This family here was in the dairy business for so many years—and I am just going to read—he was honoured with the Holstein Friesian award of a master breeder, issued by the Holstein Friesian Association of Canada. This is the highest honour that the association can bestow on one of its members. I just remarked when the write-up was in the paper, and I just circled this part here:

Mr. Pasenau picked up the award and leaned back in his chair and said, "Yes, this award is the result of a lifetime of work, but it has been a good life. A lot of work, but you can go to bed at night and sleep feeling a sense of accomplishment. There has been a goal to strive for and this particular goal has been attained."

To me, these are the most solid citizens that we can have in our country and I do not think I can ever forget this particular field, and I just—

**Hon. Mr. Stewart:** Well, why did he lose it? What happened?

**Mr. Ruston:** Oh, it is explained in the thing. It was a matter between, I think, his opinion and the field man's as to their interpretation. Of course, it was a very interesting case because it was so close that the decision had to be based on a very thin amount and—

**Mr. W. E. Johnston (Carleton):** Did he lose his quota, is that what you are saying?

**Mr. Ruston:** Yes. Oh, I know the particulars of it, sure, he was out but it was such a little amount to lose so much. It is like driving down the road going 32 miles an hour in a 30 mile zone and a policeman stops you and gives you a speeding ticket. I do not think they would give you one. But this is the problem, see. If you had been going 50 then perhaps you would expect it, and it really bothers you to see people who have worked so hard to keep their business going and there is not any leeway whatsoever in our regulations.

**Mr. M. Gaunt (Huron-Bruce):** Mr. Chairman, I want to raise one little matter here that has been in my mind. I know that the agricultural committee, for instance, indicated that we should hear—I think it was a



motion from the member for Wellington-Dufferin (Mr. J. Root) in reference to the time the Channel Island milk producers were before the agricultural committee. The processors and all of those people associated in the industry, and particularly associated insofar as the statement of the chairman of the Ontario Milk Marketing Board was concerned, were to come before the agricultural committee and either prove, or disprove, what was said, and I just want to ask a question. I want to phrase it and couch it in these terms: Did the chairman, or did the Minister, or those responsible, not feel that there was any value in pursuing this particular course of action? Because we never heard anything more about it.

**Mr. Chairman:** I think that the Channel Island producers suggested that they would like to have meetings with different caucuses, and I think they were probably in contact with the different Opposition parties. I do not know just what happened in that regard, but I do know that there was a meeting and a general discussion of their problem with the government members, and I think they intended to do the same thing and, as far as I knew, they did so with your people.

I believe it ended up that if they had a reasonable basis on which to settle this thing satisfactorily and make suggestions, they would be free to come on a different occasion. I do not think they have been pushing to have this opportunity. I think there was some question in that regard and I think there is some question of whether the Channel Island producers actually want to come back in that way or whether they do not, whichever is best for their own interests.

I think that that is the story. I do not think there is anyone who wants to hurt the Channel Island producers, and consequently there may have been some who thought that more publicity might be detrimental rather than helpful to them. So I think that is the story on it.

**Mr. Gaunt:** All right. I want to turn now to the Ontario Milk Marketing Board's hope that they can take over the possession of the industrial milk by December, I believe, of this year. If not December, certainly the first part of the year, and take it over in the sense that they would be prepared to pay for industrial milk in the province. I know that there is bound to be some problem after this happens. There always is when one undertakes a programme of this magnitude. If the department, or if the marketing board,

is going to pool industrial milk—which I gather they intend to do, and pay for it—then that involves testing. I gather that the testing is going to be done at the University of Guelph by the new machine called Irma. I think that is what is intended. I know that various Ontario Milk Marketing Board people are certainly concerned about this from the standpoint that for the first while there will be perhaps a little dissatisfaction among the producers. I do not see how you can avoid this. The one thing that I know concerns a good number of the men on the Milk Marketing Board is the fact that there are fairly severe fluctuations in the tests of the farmers from time to time, and this is bound to cause some dissatisfaction.

As I say, I really do not know how you correct it or how you rectify it, but it is, I am sure, going to be a problem. I am wondering if the milk commission and the Ontario Milk Marketing Board has ever talked about any system whereby they could perhaps level out the highs and the lows in regard to the test. My understanding is that they are going to central testing right off the bat, and this is a problem, I would think.

**Hon. Mr. Stewart:** Well, first of all the central testing lab does the work and that is in downtown Guelph. It is not in connection with the University of Guelph.

**Mr. Gaunt:** Oh, is it not? With the machine Irma?

**Hon. Mr. Stewart:** Yes, Irma is located downtown.

**Mr. Gaunt:** Oh, I see.

**Hon. Mr. Stewart:** So the central testing lab will be doing the testing as soon as they can get it organized. But the point that you raised concerning the levelling out of the tests is an interesting point. I do not suppose we are in any position to say whether they should or should not do that. I would think farmers would likely want to be paid on what their test was right through the piece. When you start levelling things out like that it interferes with monthly payments, and this kind of thing. It is a point that might be considered by the board.

**Mr. Ruston:** Does the Minister have any comment with regard to the point I raised about the \$5—if there was ever any thought of that?

**Hon. Mr. Stewart:** Oh, yes, there was thought about that. You see, Mr. Hennessy,

who was the chairman of the milk enquiry committee, made that recommendation with the intent that there would be no more quotas. Everybody who has a quota would be paid \$5 a pound and there would be one pool for all grade-A milk, whether they are shipping industrial or not.

The Milk Marketing Board, in its wisdom after looking at it in many ways, decided that quotas should be retained, and so they were retained by the fluid pool. That 25 per cent deduction that you referred to there is set aside in sort of another pool of quotive milk that is made available to the industrial shippers who come in. That is given to them on the basis of the same period of production established for their quota as the fluid producers have, but they only get 20 per cent of it a year for five years, as you know. So they do get in and they use that percentage of quota to do that. I think that the thing resolves itself in that quotas were retained.

**Mr. Chairman:** Carried?

**Mr. Innes:** Just a moment. No, Mr. Chairman. I would like to ask what inroads synthetic products are making in the milk industry. Are they in our own jurisdiction and what success have they had in some other areas such as British Columbia or the U.S.A.? Have you any comparison figures and does your department recognize that there is a threat here, and to what extent does it prevail in other jurisdictions?

**Hon. Mr. Stewart:** Well, we recognize there is a threat, no question about that at all. But we feel, and I am sure that the Milk Marketing Board feels, that it is prepared to compete successfully with complete non-dairy products that are substitute products. They think they can handle the situation, they can beat it. In some jurisdictions synthetic products have made quite a substantial inroad and were given a lot of publicity, and I think chiefly of the southwestern United States—the state of Arizona, for instance, was the one that was really used for promotion purposes. It looked as though it was going to capture quite a sizeable chunk of the market from that state. I recall being there and I talked to many, many people who were involved, not only at producer level but distribution level as well as consumer, and with the state Department of Agriculture. They assured me in the state Department of Agriculture they felt that it would never gain the degree of popularity that it was supposed to be going to gain. They felt that it was just about at its peak at that time. If I remember

correctly it had captured about six per cent of the market at that time. There was talk of it going on up to a higher figure, but it never did. We hear now that, as a matter of fact, it is going the other way.

**Mr. Innes:** Yes, this is what I heard, too.

**Hon. Mr. Stewart:** So, actually there has not been the threat that a good many people thought was going to develop.

Personally, I was interested in it. I tried four different kinds of it while I was down there. It was interesting to try it.

**Mr. E. M. Biggs (Deputy Minister):** The creams are a little lower in fats.

**Hon. Mr. Stewart:** Yes, these are the coffee whitener substitutes. But milk, no.

**Mr. Innes:** You are keeping a watch on other jurisdictions and seeing what they are doing?

**Hon. Mr. Stewart:** Oh, yes, we sure are.

**Mr. Chairman:** Milk Products agreed to. On Farm Products Inspection.

**Mr. D. A. Paterson (Essex South):** Mr. Chairman, I would like to address a couple of remarks in this regard. I was going to ask the Minister a question in the House Monday in regard to a specific problem that lies in the area of inspection, or lack of inspection, of a product that is coming out of my particular riding. Basically I hinge my argument to bring it up under this vote, and I think it does run into marketing and food council jurisdiction as well. On the premise and the plea that I have made in the past that under inspection I feel that those persons in the canning industry in our province who do the canning on behalf of other people, on their labels should have printed, packed by company A, B, C for Culver House, or Heinz, or whoever it is purchasing the product.

Briefly, my story is that on Friday afternoon, at 4.55 p.m., I received a telephone call from the Harrow area that advised me of a canning factory in that area which was still processing tomatoes on the 24th of this month, several days after a fairly serious frost.

Checking further into this matter, the plant was run by a man who has gone bankrupt twice in the past two years in another location near Essex. He was hired as the plant manager. He has operated without a federal permit. He has operated without a permit from the Farm Products Marketing Board



and the canning product people. In contacting the federal inspector on Monday, I find that, according to their information, he can market his product within the province of Ontario without federal inspection.

As I say, I believe your department does have an injunction against him. The Department of Health is looking into the matter and, I believe, The Ontario Department of Labour. The only protection that the public has from this man and his product, and I cannot condemn the product because I have not seen—but I have imagination—is the code on the cans? It is my understanding that the product comes into the door one day, is loaded on to a truck that night and gone. No one seems to know where the product has gone. To complicate things further, the farmers who have offered their crops to him are now having cheques bounce again. This product, I am sure, must be injurious to those good packers in our province and may be injurious to the health of our citizens, I do not know.

This is a real problem we face. I do not blame your department. It is a problem here in Ontario and I think it is one loophole that should be plugged to get this man and keep him from being in the food business. Could you give me any direction on what to do next?

**Hon. Mr. Stewart:** Mr. Biggs seems to be on top of this situation, with more detail than I have. I wonder if he would reply to this question, Mr. Chairman. Do you know this man?

**Mr. Biggs:** Yes. This man applied to operate and he was not able to get a bond but he still went ahead, so we took the necessary legal proceedings against him. This can be slow. I can assure you that I am quite sure the producers who sold to him were aware they were selling to an operator who was not bonded and that they had no protection. There are four growers concerned, and as far as the selling of this product is concerned, we will look into this.

**Mr. Paterson:** Is my information correct that if he markets this within the province of Ontario, he does not have to come under the food inspection of The Department of Agriculture in Ottawa?

**Hon. Mr. Stewart:** Just federal, but not food and drug. It should come under food and drug.

**Mr. Paterson:** I believe they are looking into the matter. Where in Canada this has

gone I do not know. Whose label are they under? This is back to my original premise.

**Mr. Biggs:** The inspection of the raw product comes under provincial inspection. All inspection of the processed product in the can, irrespective of whether it is sold in Ontario or moves interprovincially, or exported, is federal. I am not quite sure what the problem is here.

**Mr. F. Young (Yorkview):** Your point was to get an inspection label on the cans.

**Mr. Paterson:** Yes, that is my point in requesting once again whether it is within your jurisdiction, or the Minister of Financial and Commercial Affairs (Mr. Rowntree) to get something on that label as to where those canned goods are packed on behalf of such and such company. Whether this is legally feasible or not, I do not know, but I do not want to buy any of his products.

**Hon. Mr. Stewart:** I agree. You are opening up a whole can of things here when you do that, believe you me.

**Mr. Paterson:** Yes.

**An hon. member:** A can of tomatoes.

**Hon. Mr. Stewart:** It is not just a can of tomatoes, but when you get into other things—you take people who are selling powdered milk, for instance, and you know what is happening there as well as I do. One company's cans go under the spout one day and another company's the next day and another company's the next day. They are all piled in separate places in the warehouse. You fellows know that is happening, and you say that they all have to be identified as coming from the same place.

**Mr. Paterson:** Could not our canned product industry look into this, because these companies supply these so-called independents with their labels?

**Hon. Mr. Stewart:** I think if food and drug would slap an injunction against them it would soon sharpen them up.

**Mr. Paterson:** I sure wish they would.

**Hon. Mr. Stewart:** I think we had better explore that possibility forthwith, and that means tomorrow.

**Mr. Burr:** Mr. Chairman, I wonder whether the Minister's department has made any tests on any farm products for mercury residue?



**Hon. Mr. Stewart:** I do not know whether we have actually done so or not. Would that come under this, or not? I think that comes under your section when we get to that. It will be in the next vote when we come to that, vote 106. It will be under Dr. Huntley's jurisdiction. This is Farm Products Inspection; this is really grading we are talking about here.

**Mr. M. Makarchuk (Brantford):** Just one small matter: How about labelling? Is that under this particular vote? The labelling of produce that comes in from outside the country, is this under Farm Inspection?

**Hon. Mr. Stewart:** Yes.

**Mr. Makarchuk:** It was mentioned earlier that a lot of low-grade or second-grade beef was imported into the country. What measures have been taken or what efforts were made to label this as imported meat?

**Hon. Mr. Stewart:** We do not have anything to do with that.

**Mr. Makarchuk:** You have nothing to do with that particular thing?

**Hon. Mr. Stewart:** No.

**Mr. Makarchuk:** Is this under the jurisdiction of the federal department?

**Hon. Mr. Stewart:** Yes.

**Mr. Makarchuk:** But it could be sold within the province without labels then, is that what you are saying?

**Hon. Mr. Stewart:** Well, beef, really—

**Mr. Makarchuk:** Or any kind of meat.

**Hon. Mr. Stewart:** It would have to pass health regulations, health standards.

**Mr. Makarchuk:** But is it labelled as imported from such-and-such a country, or anything of that sort?

**Hon. Mr. Stewart:** I could not answer you. I do not think it is. It is under Ottawa's jurisdiction because that is an international and interprovincial product and they have full control over that. Meat that is inspected in Ontario slaughter plants is identified as a certain brand and identifies our product, but any meat slaughtered in a federally inspected plant is branded, or stamped, with their stamp. Imported meat would have to meet the requirements of food and drug, and have to meet the requirements of wholesome meat under The Meat Inspection Act. The identity

of the products, as far as meat is concerned, I do not think is really followed through. It is a voluntary matter.

**Mr. Makarchuk:** In the matter of meat inspection, do all kinds of plants, small ones and large ones, in Ontario, have their own meat inspectors?

**Hon. Mr. Stewart:** We can deal with that when we come to Veterinary Services—it is in that section.

**Mr. Makarchuk:** I see.

**Mr. Chairman:** Farm Products Inspection, agreed to. On Farm Products Marketing Carried?

**Mr. Gaunt:** No, Mr. Chairman, I am on the Farm Products Marketing. The Onion Board, I believe, had a vote a number of months ago and the plan was rejected. In the neighbourhood of 57 or 58 per cent voted in favour and, of course, it requires the two-thirds, 66⅔, so that the plan, as such, was rejected. I understand that the Onion Board came in and met with the Minister and it was decided to maintain the levy-collecting part of the operation. The board could no longer do any marketing as such but it is still in the business of levying.

I was interested in that particular case because the growers voted the plan down. It had been in operation a number of years, and it was obvious that there was a certain degree of dissatisfaction with it. I am sure there must have been a good case put forward to continue the operation of the marketing board to that extent and I would be interested to hear if, in fact, the board felt that this was the best vehicle available to it in order to collect this levy.

**Hon. Mr. Stewart:** The fact of the matter is that the onion vote failed, but we have had many onion votes, some of them fail, some of them carry. When the board discussed this with us, it wanted to carry on. We said: "No, you cannot carry on," the vote failed, and that is that. But it did feel that there was a job to be done on behalf of the onion growers of Ontario, and we suggested that it carry on collecting up to the amount of levy that it could collect. Not for marketing board purposes, but just the levy for the association type of thing. We also suggested that it would be a good idea to have a good look at the industry.

The board wanted some type of a study made of the whole marketing structure of onions produced in Ontario, and this we

agreed to do. We appointed Ted Marritt who had had wide experience in the United Kingdom market, where surplus onions must go, and he is heading up this study and the board is carrying on on a nominal basis for the time being until that study is completed and a recommendation can be made. But it has no authority to market any onions in Ontario.

**Mr. Gaunt:** May I turn now to the egg marketing plan, or the proposal which has come forward from time to time in respect to the formation of a national egg commission?

I certainly agree with the proposal of a national egg commission. I think the very nature of eggs is one in which a great deal of interprovincial traffic can take place. The facts of the matter are that if in fact the Ontario Egg Marketing Board had the power to set quotas within the province of Ontario, then perhaps what our growers here in Ontario would cut back in terms of production, some other province could make up in difference and then ship in.

I think we have seen this happen in a number of cases. I think we have seen it happen with the Ontario Broiler Marketing Board at the present time. When the board was brought in a number of years ago I believe there was something in the neighbourhood of 1,600,000 eggs set per week. We are still at that figure. It has remained constant. On the other hand, the production in the province of Quebec has almost doubled; I believe it has over-doubled if my figures are correct. Many of the growers in Quebec are selling here in the province of Ontario. Indeed, one Quebec grower brags about the fact that he can sell chicken broilers in any place in Ontario east of Yonge Street.

I understand that the broiler producers are certainly going to experience some very real difficulties in the weeks ahead. I think the price of chicken broilers is around 19 cents at the moment, and there are many who fear that in another three, four or five weeks, they will be down to 17 cents. The board, of course, has the power to almost set the price. The price is set by the board after, presumably, consulting with the trade and finding out what the storage situation is and the demand and so on. But the fact of the matter is that the conditions that affect them to the greatest extent are conditions beyond the confines of the province of Ontario, and this is one of the very real problems.

In the meantime, many of these growers

have paid—well some of them have paid—as high as \$1.50 per bird for quotas. Some of them have as much money as \$30,000 or \$40,000 tied up in quota alone, just for the privilege of growing the birds, and that is aside from the money they have invested in land and buildings.

I am one of those who subscribes fully to the theory that in something like poultry and eggs it can only be done effectively on a national basis. You can have so-called supply management in one province where there is risk of great interprovincial trade, and I think this is one of our problems in the broiler industry and I do not want to see it happen in the egg industry because I think the Egg Marketing Board, in its desire and zeal to bring in something effective to improve the conditions, are perhaps apt to move in the wrong direction. I know it favours a national marketing board but these things are very slow in coming. There are ten provinces involved and all of the provinces have to be agreeable to go along with the scheme, so this confronts us with a very great difficulty.

I know that there was some proposition put forward, and I think the Egg Marketing Board met with the Farm Products Marketing Board, and there was some agreement whereby the quotas could be frozen on a certain date. I think they went so far as to say that if the national egg commission were to come in, then the provincial egg boards across the country would have the power to allocate quotas to their various growers, but they were very concerned that there would be a flood of people coming into the industry simply because of the generated talk about restricting it. Everyone wanted to get in before the deadline, so up went the buildings and people who had never thought very seriously about going into the egg business before, started building. I know that many people within the industry were very seriously worried that unless they had a commitment for a very definite date and could stick to that date then there were going to be very serious problems in the industry.

The date that was mentioned to me, was November 30, 1968, I believe. I am wondering, is this programme moving ahead? Is this date still firm? Is the proposition of an egg commission still an active consideration? I think the Egg Marketing Board was prepared to give it a chance to the extent of 12 months. If nothing happened in the 12-month period then they were going to attempt to go ahead on their own. I am



wondering if, in fact, this is what they are going to do?

**Hon. Mr. Stewart:** Mr. Chairman, the points that the hon. member has raised are well taken. There is concern about these products that move freely on an inter-provincial basis, and certainly broilers are a typical illustration of what happens when one province introduces supply management and another one does not.

He is quite right, the situation we are facing now is that the broiler people could be in trouble in the next few weeks, just because of this very factor. The egg and fowl board sought to correct that situation by establishing a national egg marketing commission. While there seemed to be general agreement among the various departments of government that November 30 last would have been an opportune time to have fixed the date for the implementation of such a commission—and egg quotas—there was not general agreement among the egg producing provinces.

Herein lay the difficulty; they had never been able to agree on the breakdown of the sharing of the national egg "pie", if you want to describe it that way.

**An hon. member:** The omelette!

**Hon. Mr. Stewart:** Yes, the omelette! The federal government is very much concerned about this and they have talked about the bringing in of a national farm products marketing plan that would be similar in structure to the type of Farm Products Marketing Act that we have in Ontario. It would apply on a national basis. Within that, a group of commodity producers across Canada could decide if they wanted to establish a national marketing programme or commission, or whatever they wanted to call it.

That Act has not been introduced as yet. I think it is common knowledge that it is being discussed at Ottawa; I know it has been discussed with commodity groups and with governments. We support that position, quite frankly; we think that the federal government should proceed; we think that it will be a useful vehicle by which the commodity boards within the provinces could then introduce a co-ordinated marketing approach across Canada. But we have reservations about the implementation of quotas on egg production within the province of Ontario, unless it is on a national basis, and certainly unless the producers of eggs in Ontario wish that it be done.

**Mr. Chairman:** Carried. The hon. member is on the same point?

**Mr. Gaunt:** I was just wondering: is that date of November 30 a fixed date?

**Hon. Mr. Stewart:** I do not think that date has a great deal of validity today. I might be wrong, but I just do not think it has. Am I right or not?

**Mr. Bennett:** I think it would have to depend on what happens, if and when there is national legislation. This would then have to be gone into in discussions to implement a plan within that legislation. That is, the whole thing would open up again.

**Hon. Mr. Stewart:** Oh, yes. There is such a difference. On the point you mentioned—the production facilities today in comparison with a year ago today—there is just no comparison. I do not see how we could make that date retroactive to November 30, 1968, supposing we did want to do it.

**Mr. Gaunt:** That is right.

**Hon. Mr. Stewart:** A pretty dangerous one, I will tell you.

**Mr. Makarchuk:** Mr. Chairman, we touched on the marketing situation through the course of the estimates so far, and the Minister said that he was going to make some statements or some comments regarding marketing in reference to dealing with the federal agencies—whether some discussions have been held on the establishment of either national marketing boards or national commissions, and so on. Would the Minister care to comment?

**Hon. Mr. Stewart:** I have just commented on that very fact. We have had discussions at the federal level with the federal Minister. We have had discussions with the various provincial Ministers, both at provincial conferences and with the other Ministers, and with the federal Minister in attendance.

I think it would be safe to say there is general agreement across Canada that there should be a national Farm Products Marketing Act, so that the various provinces where producers now have provincial marketing plans could develop a co-ordinated plan at the national level. I would think most of the provinces support that position. There might be the odd exception.

**Mr. Gaunt:** Mr. Chairman, I am about to enter into what one might call a fairly sensitive area. It is getting late in the week



and I do not want to raise the Minister's blood pressure unduly, but I want to—

**An hon. member:** Take a chance on it.

**Mr. Gaunt:** I want to talk for a moment about The Farm Products Marketing Act as such.

Now I know that from time to time there have been those who have said that The Farm Products Marketing Act was a tool of the government in order to stand over the heads of the various marketing boards in the province. I think that some of that criticism was justified, some of it was not. I have suggested to the Minister from time to time that in order to avoid the appearance of any control or any government interference, it would be a good idea to have on the farm products marketing board people who represent the industry as such.

Having said that I realize that the government would have to have some representation on that board, and it could very well be that the government would appoint one or two or three people on the farm products marketing board. Perhaps one could come from the farmers' union, which would be responsible for the appointing of one person; one could come from the federation of agriculture; and perhaps another one could come from outside the industry altogether. Frankly I do not think that is a bad idea.

**An hon. member:** Outside the province, too?

**Hon. Mr. Stewart:** No, no.

**Mr. Gaunt:** No, no, not outside the province.

**An hon. member:** Wake up, eh!

**Mr. Gaunt:** I had not given that any thought, but I think this is valid. That is really what I was talking about this afternoon. The Minister very adeptly shifted it to Mr. McCague, but there were charges made by the farmers' union that the government had interfered in the price rise of milk. I am suggesting to the Minister that one not only has to be honest but one has to have the appearance of being honest. I do not doubt your integrity for a moment, but the facts of the matter are that there have been a good many cases where people on the back concessions have felt that the government unduly interfered in the marketing function of the various marketing boards, and I just simply go back to the bean board.

**An hon. member:** That is a good illustration.

**Mr. Gaunt:** That is a good illustration, certainly, and there were many people—

**Hon. Mr. Stewart:** Bring us up to date on it.

Interjections by hon. members.

**Mr. Gaunt:** It is doing very well now, and I have no qualms about its operation. I think that it is doing well, but it was a difficult period for the Minister, and it was a difficult period for the bean board, and even for the growers. I think we can avoid this type of thing. Certainly it is not my responsibility to keep the Minister off the hook, but I am just suggesting to him—

**Hon. Mr. Stewart:** I appreciate—

Interjections by hon. members.

**Mr. Gaunt:** —that this would be a very astute political movement on your part. If you were to say, "I agree that the Farm Products Marketing Board should not be entirely appointed by me," I think there is political mileage in that from your point of view and I think that it would solve—

**Mr. Makarchuk:** You can put Walter Miller on the board.

Interjections by hon. members.

**Mr. Gaunt:** I think we could avoid some of this activity which has happened in the past. I know the Minister feels otherwise, but I would like to give him a little time to think that one over. I think there is merit in it, and I do not like to see you getting into trouble all the time with these marketing boards—

Interjections by hon. members.

**Mr. Chairman:** Carried. Ontario Food Council.

**Mr. Makarchuk:** Mr. Chairman, speaking on the Ontario Food Council, first I notice that this year, from a later book, that the figure for the grant for the food council has gone from \$247,000 to \$1,285,000. Would the Minister explain what new programmes are planned or what you intend to use the money for in this case?

**Hon. Mr. Stewart:** I had better ask someone to explain that. I did not hear what you were saying, to tell you the honest truth.

**Mr. Makarchuk:** It is the matter that the total voted for the food council last year was \$247,000, and this year it is \$1,285,000.

**Hon. Mr. Stewart:** Oh, yes, yes. This \$1 million here; it is roughly a \$1 million increase. This is put in there to look after some market development projects that we have underway, and we think that our food council should be engaged in every way possible in expanding the sale of Ontario agricultural food products. This is why we obtained this extra amount of money in the food council, because that really to me is one of the important branches of our department. This is what the money is here for.

**Mr. Makarchuk:** From what I gather, then, this is a sort of a sales drive, really, to expand the sales of Ontario products. Is this carried on within Canada, or is it for external purposes?

**Hon. Mr. Stewart:** External as well as within Canada; yes, for both purposes.

**Mr. Makarchuk:** The other point, of course, is the function of the food council itself. To me it seems that in terms of consumer protection, it has been a relatively weak organization, that it has not really interfered in any way with the operation of the market. It has not tried to either educate the consumer or show the consumer what food products are useful, or what food products should be used. It has not really come in and tried to provide protection for the consumer. It seems to me that, to an extent, this particular agency has been more interested in justifying increases—including in the official reports, particularly the first official report that came out—in the high cost of beef. That was put out by the food council, and it gave the story that the reason this happened was, of course, that there was a shortage of beef, which was not really the case—

**Mr. W. Newman (Ontario South):** I beg your pardon.

**Hon. Mr. Stewart:** There certainly was a shortage of beef, and that is what generated the price increase at that time. There is no question about it at all.

**Mr. Makarchuk:** We have gone through those figures, but if you want to go through the figures again, I suppose we could do it. They are on the record earlier.

But surely, it seems to me that it could perform a lot more useful function. As an

example: One of the functions that it could perform is to inform the consumer that she is being taken in a certain area. As an example, it did come out towards the end when you made the statement that did indicate that certain retail stores were making more money on beef than they usually do. I think this is a type of operation where the food council can come out with a bulletin every week, and tell the consumer that Dominion stores or Loblaws or Steinbergs, or whatever it is, this week is charging so much for meat and that they are overcharging by a certain percentage—

Interjections by hon. members.

**Mr. Makarchuk:** Now do not—

**Mr. W. Hodgson (North York):** Oh, come on.

**Mr. Makarchuk:** Let us try and look at the consumer. But this is a function that can be performed by the food council, and your own reports would indicate that the food stores use meat prices and meat as a means to attract the customers. Now if the food council—

Interjections by hon. members.

**Mr. Makarchuk:** If the food council—

**An hon. member:** I will tell the Minister of Trade and Development about you!

Interjections by hon. members.

**Mr. Makarchuk:** If the food council performed some of these functions, it would have a certain sort of a moral suasion on these stores to try and hold down, to some extent, some of the exorbitant profits that they are making; and some of them are. As an example—

**Mr. J. Snow:** Where?

**Mr. Makarchuk:** Just as an example, this year the income of Weston's has gone up 29 per cent, compared to last year; so that in itself would indicate to me that they are doing very well.

**Mr. W. Hodgson:** Is that net profit or income?

**Mr. Makarchuk:** It says their net profit has gone up—29 per cent. The Minister himself, in the last beef report, said that certain—

Interjection by an hon. member.



**Mr. Makarchuk:** Well, that's beside the point. You know, if you have very little, 2½ cents can be very useful. If you examine some of the prices, etc., you see the spread or the discrepancy that exists between what the producer is getting and what the consumer is paying, and the fact that the producer—and in this case he is the farmer—is still getting the same amount of the consumer dollar as he did 10 years ago or 15 years ago while the consumer, of course, is paying a considerable amount more. Obviously there is a discrepancy and obviously there's a problem in this case. Somebody should start looking into this, and very seriously, because after all, the concern of this department is to increase the return to the farmer; and if they're not doing anything about it, then—

**Mr. Chairman:** I've just been advised that there is a division upstairs, so we shall have to adjourn until the division has been taken.

**Mr. Makarchuk:** Getting back to where we were before, Mr. Chairman, there's no doubt in the minds of even the members sitting opposite that the farmer is not getting an adequate return on his produce, and he's having difficulty getting ends to meet. He's caught in the cost-price squeeze.

This is one little function for the council, and there are many functions. We have to agree that the Minister can only do so much, and he is circumscribed by the Constitution as to how much control he can have on the imports of food and the control of interprovincial trade, and so on. But within the food council itself—outside of its useful functions, which I consider the promotion of Ontario foods—it can certainly perform a useful action by, in the first place, ensuring that the consumer is getting a good deal for his money, and in the second place, by looking into the difference that exists between the price paid to the producers and the price that the consumer pays.

We have got piles of statistics that are available—I am sure the Minister has seen them—showing that the farmer's share of the consumer dollar is either static or dropping; and at the same time the consumer is paying a great deal more than he was spending over the last 10 or 15 years; on a month-to-month basis he is spending more. This is where the food council, I think, is falling down on the job. I think this is an area where the Minister should either change his policy or inform the members of the food council that they should get into this thing, even by putting out a list saying that such-and-such a food chain this week or this month has been overcharging the

consumer. That in itself will have a very profound effect, because the food chain—and this is according to your own report, your own study on beef prices put out by your own department—the food stores depend, particularly on beef, to try to lure the customers in, so that they would become regular customers in their own stores.

But this is just one idea, or one method, that can be used, and I would like to see the food council get involved in this. Of course there are other matters of consumer protection. We touched on matters of standard packaging, of making sure the packages are full, elimination of deceptive packaging. But as I understand it right now, this is out of the jurisdiction of this particular department and is within the hands of The Department of Financial and Commercial Affairs.

However, the main point, as I mentioned earlier, is still that I think the emphasis should be to try to inform the consumer. One excellent way is to inform the consumer if she is being taken advantage of, if she is being exploited by one of the chains. I am sure if you did this for about two or three months, the chains would have second thoughts about jacking up prices of meat or any of their products.

I think that you should not just stop at meat, though I use meat as an example because we know the input costs, we know the costs of meat, we know what the farmers get, we know the processing costs and all these other factors. I think it should also move into some of the other food products that are being sold, and it should examine the prices that are being charged to consumers, and it should tell the consumers if it feels in its own opinion they are taken. They should know about this. A few months of this and I am sure that the price index on food would show a drop.

**Mr. Chairman:** The hon. member for Simcoe East.

**Mr. G. E. Smith (Simcoe East):** Mr. Chairman, I would like to make a few comments on this vote under the Ontario Food Council, particularly in connection with the promotion of Ontario foods abroad.

I had the privilege this summer, along with some of my colleagues from both sides of the House, to be in England and to attend the opening of the new food centre sponsored by The Department of Agriculture and Food, located in Government House in London, England.

The main purpose of the food centre is, as



I said, to promote Ontario foods. There are two on the staff, from what I could gather. I was particularly interested in one; not only was she very attractive—and I must say, Mr. Minister, I do not know who made the selection—but she also was a very good cook, apparently. I sampled some of her culinary art—

Interjection by an hon. member.

**Mr. G. E. Smith:** But the purpose of the food centre, as I understand it—and you are to be commended, Mr. Minister, through you to your staff—the purpose of the food centre was not only to create an interest in the use of Ontario foods that were exported to Great Britain, but also to attempt to create new uses. It is my understanding that in England some of the delicacies and some of the recipes that they are familiar with are quite a bit different from ours here in Canada or Ontario, and as a result, with the model kitchen installed in Government House, they are able to hold classes with housewives and bring to their attention new uses of the food that is imported from Ontario. To me this seemed like a very worthwhile investment that would pay great dividends to the farmers and the agricultural industry of Ontario. On that occasion, one of your deputies, Mr. Bennett here, was in attendance and explained the function to the rather large gathering. I was quite impressed by the number of people there. He explained the use of the centre, and then the staff went on to elaborate in a little more detail on what their function would be for the months ahead.

So just in passing I would like to say that I think this is one of the most worthwhile efforts that I have noticed, from personal observation. To you, and to your staff, I would say that you should be commended for perhaps a pioneering venture in the promotion of our Ontario foods.

**Mr. Chairman:** The hon. member for Essex-Kent.

**Mr. Ruston:** Mr. Chairman, I think I could make a few remarks on the food council, and I would think possibly where they could do something for Ontario is to help educate, advise, advertise and publicize the merits of certain foods that are as nutritious as more expensive foods. Probably this would also help our lower income families.

I think that social service workers do have some services that they render in attempting to teach people how to buy. I know of cases in our own area and in some areas of the province where social service

workers went into the stores with the people who were receiving social assistance. They found out that some of these people—the parents—had never been into a store to buy; mostly they sent the children, just to buy the things they thought they needed. The social services department, through its advisors, took the parents to the store themselves and tried to educate them in buying food that was very nutritious and yet not so expensive as what some of us feel that we have to have.

Of course, the first thing I think about is our meat. I think there are a great variety of meats that are available that are very nutritious, and yet we think maybe because it is not a steak or something, it is not good. I often have said—and I bought meat in quantities—that I eat all types of it, and I felt it did not matter what I was eating; it was just as nutritious whether it came from the front quarter or from the hind hip where the choice meat was.

So I think this is a place where probably the food council could help—maybe in publicity and so forth, in conjunction also with social services. These people, of course, are involved in that area.

I think this is an area where probably the government could assist people a great deal. It is easy to say that people should be able to buy what they want, and that is true; but on the other hand if you can help show them the things they can buy that are just as nutritious and at much less money, that is better. I think someone mentioned here the other day, I think the member for Huron-Bruce, about how a lady in Detroit had made a survey and showed what could be done on a smaller budget. I think it has a great deal of merit. The food council could look into this and make some recommendations.

Some hon. members: Hear, hear!

**Hon. Mr. Stewart:** Mr. Chairman, I appreciate the comments which have been made and I would like to thank the hon. member for Simcoe East for his very fine compliments on the London office operation. That has promoted the sale of a great deal of Ontario food products, and the demand is growing for certain types of food. We do have problems with the exchange and the shortage of dollars over there at the present time.

With regard to the suggestions that were made by the hon. members for Brantford and for Essex-Kent re the price comparisons,

the CBC each day on the noon broadcast provides a comparative shoppers' list. They list the various chain stores. Today they may be talking about meat; tomorrow they may be talking about vegetables. They do that every day at noon. The young lady does an excellent job of comparative shopping. Really, this is being paid for by taxpayers' money, and I wonder if it wouldn't be a duplication of effort on our part.

The point that you make is well taken, and we do follow through on this. Someone yesterday displayed one of these dial-a-menu things that we have. These are going out at a tremendous rate. They are very popular and I think it would be fair to say that they are slanted to a degree. Certainly people who order them are interested in improving the nutritional standards for their families through quality foods that they can afford to buy.

In regard to food promotion, you people will have heard me refer to this little bulletin that we published as publication number 53, called "Your Food Costs." This was sent out by our department. This little leaflet, which is really intended as a reference pamphlet as to how to stretch your food dollar, starts off:

Plan ahead for your week's menu. Make a shopping list of what is needed and stick to it. Know your prices and values. Only when specials, etc., are genuine bargains, do they save you money.

Then it tells you as you shop to be careful about buying higher-priced convenience foods. It is slanted to the homeowner—or the housewife, I should say—who is responsible for buying the food budget. It covers: How much more do you pay for food? High marketing costs increase your food cost. One-hour's wages buys more food now. It gives the amount of selected food items that one hour of wages of industrial work would buy in 1954, 1956, 1964 and 1966. You pay more for other items. Your grocery bill covers more than food. You spend less of your income and get more. Farm production efficiency saves your money, but the farmer's income lags behind, which is the point the member was making. You spend less for food than people in other countries. How to stretch your food dollar and still live well.

That bulletin has gone out by the thousands to Ontario consumers. It is a valuable bulletin. Here is another one here; "Your Money's Worth in Food," published by our department through the food council—

a tremendous booklet. It just gives you some idea as to how to get your money's worth in food—a food guide for health; sample plan for family meals; recipes and how to use them; meat, poultry, fish, main dish combinations; soups, sauces, vegetables, salads, desserts, quick breads, cakes and cookies—really a food bulletin.

Then you take a look at this host of material I have here. Here is one on canning Ontario fruits and vegetables; Ontario beans; stretching your food dollar; Ontario apples; Ontario cheese; Ontario honey; Ontario maple syrup; Ontario onions; Ontario peaches; Ontario tomatoes; Ontario rhubarb; notes on home freezing; notes on salads.

Talk about promotion of Ontario food products! We are really doing it. Because we frankly believe the points you men have made are well taken tonight. We believe that the best market Ontario farmers have is right here in Ontario with 7.5 million consumers at our doorstep. So why not cater to them, give them what they want, provide the wholesomeness of Ontario food products for them.

Mr. Chairman, this really is the purpose of the food council, and it explains why we have great emphasis on it. I know I missed a few here. Here is one on rutabagas, and one on turnips and Ontario potatoes; we can't forget those two very valuable vegetables and they are doing a great job in Ontario as well. There is another one here on "Good Eating, with Canada's Food Guide." This little publication was put out by The Department of National Health and Welfare of Canada, a federal publication, but it is a good publication, and we use it on our food council as well. On the other hand, we like to let them have some of our publications just to show that we have really done the job here.

**Mr. Chairman:** Carried.

**Mr. Gaunt:** It is obvious that A. H. Wilford has made an impact on the department.

**Hon. Mr. Stewart:** That's a question we won't go into right now.

**Mr. Chairman:** Veterinary services; and we remind the members of the committee that yesterday we passed over veterinary services, communicable diseases, and regional veterinary laboratories on page 12 with the suggestion that these three votes, or these three items, be combined together for purposes of discussion. So we are in veterinary services, regulatory communicable diseases, and regional veterinary laboratories.



**Mr. Gaunt:** Let's start off with meat inspection. This branch carries out the meat inspection service for the department. I want to relate one experience I had. It's a personal one and I hope you will pardon, Mr. Chairman, the personal references. Nonetheless, the case to which I make reference happened in my own riding, and it went something like this.

This gentleman was involved in the killing of meat. He had a good operation. His plant was well constructed; it's a reasonably modern plant, I would say—certainly perhaps one of the more modern in the area. On one particular week he had four meat inspectors visit his plant. He phoned me on Friday, and I immediately got in touch with the department and I believe it was Dr. Warton with whom I spoke—either Dr. Warton or Dr. McDurbin, I am not sure which. He was certainly concerned about the situation and promised that this would not happen again, and I don't think it has, to my knowledge, in any way.

But the gentleman was very upset, and I don't blame him. The inspectors who happened to come in each had a different story. I suppose that the feeling is that they must come in and have something to say. They just can't come in and say, "Everything is fine," and walk back out again, because, really, someone in the area might get the impression that they really were not doing their job.

I think the important thing to remember in meat inspection, and I realize it is a very important programme, is that its genesis was very alarming because the meat scandal, as it was called, started this whole procedure. I think it is a very important programme, certainly from the standpoint of the public interest, and the fact that the public deserves and has to have the best quality meat possible. But I think the point that must be remembered is that as long as the plant is producing or is turning out high quality meat under adequate conditions, that's the important point, and if that is being done, then I don't feel that some of these operators should be harassed in that way.

Maybe this is an isolated case. I have had other calls in respect to meat inspection, but never one just like this. It was always the fact that the veterinarian would not co-operate with the plant on the day that they wanted to kill or on the day they had to kill, and it so happened in a couple of cases the plant had a greater demand for meat than they usually have, so they had to kill an extra day, and there was some difficulty asso-

ciated with getting the veterinarian there. He had other things to do, I appreciate; I understand how those things can happen, but I've never had one before or since that was quite as exaggerated as this one obviously was. I hope that it didn't happen again—I don't think it did—but I wonder how it happened in the first place.

**Hon. Mr. Stewart:** Mr. Chairman, I am a bit disappointed my hon. friend would bring this out in front of the press—

**Mr. Gaunt:** Well, I didn't—

**Hon. Mr. Stewart:** —without naming any names and without giving us illustrations of when it happened, where it happened and to whom it happened. We certainly are not sending four meat inspectors into one man's plant in one week to tell him about his plant. That is not the intent of the Act, believe you me. We find ourselves with skimpy enough numbers of inspectors to do the job, as it needs to be done, and to have something like this happening is not good. I have to say that this is the first time that I knew anything about this. I have asked my deputy and he doesn't know anything about it; I have asked my assistant deputy and he doesn't know anything about it.

**Mr. Gaunt:** I got in touch with the department and it was correct.

**Hon. Mr. Stewart:** It seems to me that it is peculiar that the like of this would happen, and we haven't heard anything about it.

**Mr. Gaunt:** I don't know, I—

**Hon. Mr. Stewart:** I certainly would appreciate it if you would give us the full information; the name of the man who is affected, when it happened, where it happened and all about it, and we will certainly follow up. That's not the way we run the department. I can tell you, and we will see to it that that is not happening again. I don't ask you to do that publicly, but if you wish to, we would be pleased to have you give that information.

**Mr. Gaunt:** I'll give that information to you in writing.

**Mr. Makarchuk:** Mr. Chairman, would the Minister indicate if all the plants in Ontario, particularly northern Ontario, now have inspectors in them?

**Hon. Mr. Stewart:** Yes, I'm told that all the red meats in the province are now under



inspection—240 plants. So we are getting there with inspection. Now that all red meats are in, we will be starting on the poultry plants. There's the odd one of them ready now, but we will work towards that objective.

**Mr. Chairman:** The hon. member for Carleton.

**Mr. W. E. Johnston (Carleton):** Would you be prepared to say a few words about the calf vaccination project? It's been estimated—at least the cost borne by the province has been estimated—this means, I believe, that the—

**Hon. Mr. Stewart:** Yes, of course—

**Mr. W. Johnston:** —number of heifers—

**Hon. Mr. Stewart:** The number of calves vaccinated in 1968 was 164,412. The number of vaccinations are continuing to decrease.

**Mr. W. Johnston:** What about 1967? Do you have that figure?

**Hon. Mr. Stewart:** I don't have the figures right here. Yes. There must have been more, because a note here says that vaccinations are decreasing.

**Mr. W. Johnston:** But strange to say, the federal department says they're not advocating vaccination any longer. We don't often sell cattle for export, but it happened that this year we sold two or three. It's only because of that that it was brought to my attention. As a result, we're not vaccinating ourselves now, and I was pretty hesitant about it.

**Hon. Mr. Stewart:** Yes, the figure for 1967 was just about 100,000 more.

**Mr. W. Johnston:** Pardon?

**Hon. Mr. Stewart:** It's down about 100,000 in 1968 compared to 1967 when we relinquished the mandatory requirement.

**Mr. W. Johnston:** I predicted this would happen at the time.

**Hon. Mr. Stewart:** But we're pleased to see that the federal government has certified that 23 counties and 7 districts are buccillosis-free in southern Ontario. This is really good.

Interjections by hon. members.

**Mr. G. Innes (Oxford):** I just wanted to ask a question related to that.

**Hon. Mr. Stewart:** Very well.

**Mr. Innes:** How many instances of positive reaction to the ring tests were reported in the province?

**Hon. Mr. Stewart:** I couldn't answer that.

**Mr. Innes:** The test which determines whether there is buccillosis in the herd?

**Hon. Mr. Stewart:** We don't have that. That's on the packing house slaughter. Is this the one you mean? The check test?

**Mr. Innes:** At the dairies.

**Hon. Mr. Stewart:** Oh, at the dairies. I don't know.

**Mr. Makarchuk:** Mr. Chairman, the farm income report indicates that there will be an increase in the livestock herds. I imagine that there are other indicators around that livestock herds will go up. It states or suggests that there should be more veterinary technicians available and also that training should be provided to farmers, through either the extension department or some other methods so that they would be able to carry out some of the basic medical care for the animals. Could you indicate what is going on in this area?

**Hon. Mr. Stewart:** Yes, we've implemented that programme or at least plans are laid to implement it. Part of it's already in effect. We have a veterinarians' technicians course that was started at Ridgeway College. It was there for one year and then moved to Centralia to the new larger quarters. Now it's going full blast up there. Then we have plans to introduce short courses in veterinary technology for farmers this winter. I think this will be a major step forward. That's recommended in the Farm Income Community Report.

**Mr. Makarchuk:** Could you give us an idea how many people are on the technicians' course right now?

**Hon. Mr. Stewart:** Fifty.

**Mr. Chairman:** Carried.

**Mr. Innes:** Just another question. The Minister will recall I brought a case to him from a farmer south of Norwich—

**Hon. Mr. Stewart:** Yes.

**Mr. Innes:** —which involved a peculiar disease. The Veterinary College at Guelph had difficulty ascertaining what it was. I sent

the animals up there and the veterinarian lost, I think, in the the neighbourhood of 20 animals. They were valued quite high. I think the last diagnosis indicated that it could be some type of a fungus carry-over. I never really did find out the true diagnosis and what it could be attributed to. As you recall, the farmer wondered if there was any way that he could get a free loan to buy other cattle. I think this was certainly a very isolated case which the college couldn't seem to diagnose. Do you know if the veterinary college has come up with any specific reason for the loss of this number in one particular herd?

**Hon. Mr. Stewart:** I recall the case very well and I sympathized with the farmer as I'm sure we all do with a case like that. But I think it's safe to say that the file we have on it does not indicate that there was any positive detection of what actually did happen. The veterinary college, through their local veterinarians and the regional veterinarians, are continuing to work with the farmer. There seemed to be an isolated or a peculiar type of organism. Whether it could be associated with that fungus that appeared in the silage or not, we don't know. I think the veterinarians, from what I get out of the file, really are not too sure that that's where it started from.

**Mr. Innes:** No definite—

**Hon. Mr. Stewart:** Pardon? I don't think there was any definite diagnosis of it. I think they were as concerned as we were to find out what really did happen, but I don't believe they have anything definite on it yet. They're still working with the farmer trying to isolate that.

**Mr. Chairman:** Carried.

**Mr. Gaunt:** Mr. Chairman, may I ask the Minister how often the sales barns across the province are inspected? I believe this—

**Hon. Mr. Stewart:** They're cleaned after every sale. Do you mean by our inspectors?

**Mr. Gaunt:** By your inspectors—how often?

**Hon. Mr. Stewart:** They're on a routine—I wouldn't say it's a routine—but they're on a spot check basis all the time. They are constantly being checked. They're dropping in on them unexpectedly all the time. They have to comply with the regulations which require a thorough cleaning out and disinfecting after every sale.

**Mr. Chairman:** Carried. Vote No. 106—Agricultural Education and Research.

**Mr. G. E. Smith (Simcoe East):** Mr. Chairman, under the student assistance portion of this vote, I wonder if the Minister could give some indication of the type of bursaries that are given to students in agriculture, and also, perhaps, from what country, as a rule, the foreign students come. Is there any encouragement given subsequent to their graduation to encourage them to stay in the province or in Canada?

**Hon. Mr. Stewart:** Is this for students at the University of Guelph, agricultural students or veterinary students, or what?

**Mr. G. Smith:** This was on Item No. 5, page 16—"Bursaries to Students in Agriculture." This is general student assistance.

**Hon. Mr. Stewart:** I have it right here. I'm just wondering what part of it you're getting it out of.

**Mr. G. Smith:** It's under the education breakdown.

**Hon. Mr. Stewart:** On what page?

**Mr. G. Smith:** On page 16.

**Hon. Mr. Stewart:** Page 16?

**An hon. member:** Page 16 is Student Assistance.

**Mr. G. Smith:** Yes, but the individual breakdown of the amount—

Interjections by hon. members.

**Mr. Chairman:** Perhaps we should deal with administration and then we'll get the breakdown. That's just a summary that you're looking at.

**Mr. G. Smith:** All right.

**Mr. Ruston:** This would come under the Ridgetown school?

**Mr. Chairman:** Yes.

**Mr. Ruston:** Mr. Chairman, the hon. member for Kent (Mr. Spence), I think, had to go back—

**Hon. Mr. Stewart:** No, I'm sorry. I don't think—

Interjections by hon. members.

**Hon. Mr. Stewart:** Yes. That \$100 grant you were referring to there is a grant to the year book—the Ridgetown College grant.

Which one of these would it come under—administration?

**An hon. member:** These grants—

**Hon. Mr. Stewart:** Yes, but what does it show here? This is the point I want to know.

Interjections by hon. members.

**An hon. member:** It's just part of our activity on education, and part of our activity on research. They're all together.

**Hon. Mr. Stewart:** I get it, I get it. Could I suggest to my hon. friend that it's on page 16 under Education and Research? The reference on page 15 to the college, Ridgetown College is just for their Royal Show.

**Mr. Ruston:** What I am interested in is the general policy of Ridgetown schools.

**Hon. Mr. Stewart:** That will come on page 16, the next two items.

**Mr. Chairman:** Any more questions for the administration? If not, we will go on to the next item on education.

**An hon. member:** No. That will be it, Mr. Chairman.

**Mr. Ruston:** The hon. member for Kent, Mr. Spence, I believe, had to go back to speak in Ridgetown today. We had a couple of things that we wanted to bring up with regard to it. He asked if I would be mentioning a few things on it. What I wanted to mention was a letter that I had from some students. I might just read a part of the paragraph and give you some idea.

**Hon. Mr. Stewart:** What is the date of the letter, if I may have it?

**Mr. Ruston:** This is just a letter that I received from some students about the school and what was going on, you know, as to some of the courses—

**Hon. Mr. Stewart:** What date?

**Mr. Ruston:** —that were being cancelled.

**Hon. Mr. Stewart:** What date?

**An hon. member:** The Minister would like to know the date of the letter.

**Mr. Ruston:** This is a letter from a private member to me, so it—

**Hon. Mr. Stewart:** Oh, no. I want the date of the letter.

**An hon. member:** The date of your letter.

**Hon. Mr. Stewart:** When was the letter written to you?

**Mr. Ruston:** I am not naming the name of the person.

**Hon. Mr. Stewart:** I am not asking the name of the person. All I want to know is when the letter was written.

**An hon. member:** 1968.

**Mr. Ruston:** March 28, 1969. I can give you the name if you wish, but I don't intend to because I don't think a copy of it went to you. It wouldn't matter, you see, there is no bearing on it.

**Hon. Mr. Stewart:** March 29?

**Mr. Ruston:** It is addressed directly to me.

**Hon. Mr. Stewart:** March 29, 1969?

**Mr. Ruston:** March 28—

**Hon. Mr. Stewart:** March 28, 1969.

**Mr. Ruston:** What he is saying, with regard to what he is worried about, affects Ridgetown College's reputation as an educational institution. Secondly, he feels that Centralia College is getting far too much attention from agricultural and educational interests in light of the fact that the necessity for its creation has never been established and that it has become detrimental to longer-established institutions which are more economically justified. What we're talking about is the animal health technology course going out of the agricultural school. Also he says:

I feel that the . . . favour and support that is being shown to Centralia courses being relocated at conferences, being held, and publicity being granted, is being used to justify the high cost to the taxpayers of Ontario of operating that institution. The Ridgetown College seems to be constantly a victim of this unfortunate and unjustifiable situation. At present, the facilities at the Ridgetown College, that is the new dining and meeting centre and an enlarged dormitory, have been expanded to accommodate 270 students, of which there will be less than 100 entering senior year. Applications to this date for places in the year are down 200 per cent over previous years. The reduction of student attendance in the agricultural science course, along with the withdrawal of the animal health



technology courses, leaves the Ridgetown College of Agricultural Technology in a very weakened position. And at this time there is presently no course being planned to supplement this reduction in the use of this college. This institution has a fine reputation for providing good education and turning out graduates which have been an asset to the community in a variety of careers, both in farming and agricultural business. If this unfortunate and overlooked situation is allowed to continue, Ridgetown College will be doomed as an educational institution, and agriculture will lose a valuable asset.

I had a clipping from the Windsor *Star* of yesterday. Mr. Spence got a copy of it. I don't seem to have it with me. Some of the people in the area are now—and maybe you have heard of it already, Mr. Minister—making this school into an educational facility for teaching farming and so forth—teaching teachers. I'm pretty sure that's it. I'm sorry I haven't got the clipping from the Windsor *Star*. I will certainly get another copy of it and send it to you. I'm wondering if you have any plans to enlarge the school—not necessarily enlarging it but keeping it as it is, at least, and not letting it deteriorate in the way that some of the students seem to think is going to happen? Have you got any plans along that line, Mr. Minister?

**Hon. Mr. Stewart:** Yes. We certainly have. I frankly confess we're disappointed in the attendance at Ridgetown College this year. This is a disappointment to us. It may well be that we're partly to blame for this ourselves because we haven't gone out and really promoted attendance at these colleges because there have been times when we didn't have them. At Ridgetown, as you know, they had to find accommodation all over town. The same thing was happening at other places as well. But just this year there was a drop-off and we think there was some contributing factors to it—perhaps the advent of the community college throughout Ontario has attracted some boys and girls who normally went to agriculture school because they were really performing a similar-type function. Now that the community colleges are open throughout Ontario there certainly is a drop-off in our students.

We plan an active promotional campaign throughout our high schools with their vocational teachers. We're going to put on tours to bring the agricultural science classes of the high school to the schools along with the vocational guidance people and really put

on a drive to fill these schools with young farm boys that could very well be, not only the future farmers, but the future agribusiness technologists of the future. That's our plan, and it's going into action this winter.

**Mr. Ruston:** One further question. I'm wondering if the result of some of this drop-off could possibly be the cancellation of the Junior Farmer Loan? I would think that it would have some bearing.

**Hon. Mr. Stewart:** That's a point, I suppose. I wouldn't know why it would because anyone that wants to is still able to borrow money.

**Mr. G. Smith:** Mr. Chairman. If I can rephrase the question at this time on the Students' Assistance. Now, I was wondering, Mr. Minister, if you could tell me who are qualified for these bursaries? How they're selected. Can they qualify for student awards through The Department of University Affairs the same as they do for attending other courses in other colleges?

**Hon. Mr. Stewart:** Sure.

**Mr. G. Smith:** And the last question: Is there any encouragement to foreign students to seek employment in Ontario after their graduation?

**Hon. Mr. Stewart:** I'd like Dr Huntley who is in charge of agricultural education and research to answer that question.

**Dr. D. N. Huntley** (Director, Agricultural Education and Research): Mr. Chairman. All our schools such as Ridgetown, Kemptville, Centralia, and New Liskeard, are eligible for student award programmes from the province of Ontario. The only requirement is that they attend a post-secondary school educational institution. These institutions are in exactly the same category as Fanshawe College and the other 17 or 20 community colleges in Ontario. They're all eligible. That removes one of your questions. The other question regarding foreign students—this was associated partly with Kemptville College, partly with Centralia College—these foreign students were brought over here on a joint federal and Ontario programme. Most of the students came from Korea. They came over here to get special training in agriculture related to animal husbandry because the animals were sort of foreign to the normal agricultural programme of a country like Korea.

**Mr. G. Smith:** In other words, they're trying to broaden their knowledge for use at home.

**Dr. Huntley:** At home entirely. I think that without exception every one of these young people that we trained went back. There was no effort made at all to keep these people here—that was not the intent. I think I'm right in saying that none stayed. We didn't encourage it.

**Mr. Chairman:** Any more questions?

**Mr. Gaunt:** I want to pursue the University of Guelph situation, if I may, for a moment. The University of Guelph, at the moment, as I understand it, is becoming more and more Arts and Science oriented.

**An hon. member:** Hear, hear.

**Mr. Gaunt:** The University of Guelph, I think, has obtained a world-wide reputation in the agricultural field for having a real agricultural orientation. Mr. Chairman, I say with all sincerity, I think this is rapidly dissipating. It's rapidly fading away. I think if the present trend continues we'll have a situation exactly the same as happened when the university or the college of the time broke off from the University of Toronto and went to Guelph. I think if the emphasis isn't changed then eventually—and I suggest to you that it's not going to be very long—we're going to have the agricultural portion of the University of Guelph break off and go somewhere else simply because they're being buried in the Arts and Science orientation. Whether it would be appropriate for them to go to Centralia, I'm not prepared to say, but I am concerned.

I happened to be back at the university this fall—it was our homecoming. We have one every year, and this was what everyone was talking about. They were saying that the University of Guelph in its agricultural emphasis, is soon going to be lost. Frankly, I think it's a real pity. I think it's a pity because over the years it's performed a very real service to the agricultural industry. I know that agriculture has, initially at any rate, been the centre. It was the whole focus of the college. We had the Veterinary College and we had the BSA course, which was the theoretical part of agriculture. A good many of the graduates went from that course into industries allied to agriculture. Then we had the diploma course which was, in my view, strictly designed for young people who wanted to obtain a good working knowledge

of the theory of agriculture and then put it to practice back on the home farm. I think that this course is very apt to be dropped. I suggest that if that course is dropped then, I think, we've lost the ball game. I think it's all over as far as the agriculture part of the University of Guelph is concerned. I hope the department is looking closely at this situation. I hope they're prepared to do something about it. As I say, I would hate very much to see this happen. Maybe it could be moved to Centralia. At the same time, I think that a good many people across this province respect the reputation that Guelph has built up over the years. They don't want to see them lose it.

Interjections by hon. members.

**Hon. Mr. Stewart:** I want to assure you that there's no intention of dropping that two-year course at Guelph as long as we can get students, and I think we can.

**An hon. member:** I think we can, too.

**Mr. Gaunt:** Dr. Richards doesn't want it dropped. There's another matter that I wish you would speak about concerning the abandonment of the OAC name as such, I feel very keenly about that. It's not consistent with what the Prime Minister said, if you will recall, at the University of Guelph. He and I both maintain the same position as we did at that time.

Interjections by hon. members.

**Hon. Mr. Stewart:** I'd be glad to talk about it.

**Mr. Biggs:** As you gather from what the Minister has said he is very concerned about this present situation.

We moved towards the creation of a University at Guelph because it seemed like the thing to do. There was some desire being expressed at Guelph for this to happen. I think we received every assurance that the focal point of the university would be agriculture. This assurance was given several times. Since that time—because of the thousands of Arts and Science students, Arts students in particular, who have come to Guelph—we have seen that the agricultural group and the veterinary group have steadily become less. We are putting a lot of money into financing the two-year course, as you gathered from Dr. Huntley's vote and the fact that we purchased roughly a thousand acres in Elora and created a new



research farm there, which is being operated under contract to the University of Guelph.

The latest matter which has come to our attention, and likely to yours, is the study that has taken place within the administration, with the idea of possibly doing away with the old names, doing away with the Ontario Agricultural College, the Ontario Veterinary College, Macdonald Institute—changing this to possibly a faculty or some other administrative structure. Representations have been made to the university by alumni, by the Agricultural Institute of Canada, the Ontario Institute of Agrologists and by individual graduates. It has been pointed out to them that the OAC's reputation and its name is world-wide. So why for the sake of some administrative organization change the name? We're advised that some thought has been given to changing the degree so that the agricultural prefix no longer appears there. This is under consideration. We have been in touch with the agricultural part of the administration at Guelph and we have requested a meeting with them. That brings you up to the moment. I am advised that no action has been taken at Guelph yet. While these reports are in and possibly being considered they have not been finalized as far as deciding where to go. There's still time for discussion. As I mentioned—you gathered when the Minister was going out—you saw that he has been quite concerned about this whole matter.

**Mr. Chairman:** Any more questions on education? If not, we'll go on to research.

**Mr. Newman:** Mr. Chairman. I wanted to speak on this as I think that the point's been well taken which arose from the Opposition.

Interjections by hon. members.

**Mr. Newman:** I think that representations should be made by you, and I'm sure that they have been on your behalf and on behalf of your department. That aspect of the University of Guelph, the agricultural aspect which we're talking about, Department of Veterinary Sciences and Macdonald Institute, which were great institutions in the days that I went there and I'm sure when we all went there—I'd hate to see this disappear because of a few people—naming no one—who would like to see it perhaps become one with a large faculty in the university, and be absorbed into a general faculty. I think that as I look across the table there I see a lot of people who

have been at Guelph. I know that I'm very proud of the heritage we've had there, and I'd hate to see us lose this because of the Arts and Science course. I would hope that The Department of Agriculture would make representations, as many of us have as individuals or as organizations, against this happening.

**Mr. Chairman:** Carried.

**Mr. G. Innes (Oxford):** I want to say a little bit about this, Mr. Chairman. I think there are several OAC graduates here, and I use that name to relate to the previous college as we knew it. I think maybe in the years gone by, the late Harry Nixon and myself always felt that if we did get the college as a university, it would raise the status of the agriculture industry as such, and that we would be on a level with the technocrats, as we call them today. Instead of that, we seem to have gone the opposite way. I never thought that this would happen—that agriculture would still be the mainstay at Guelph.

I think that there are several reasons why this has taken place. Sometimes the agricultural people are a little bit reluctant to express their unhappiness when larger forms of administration dictate to them, and I think that we have been a little bit reserved in not expressing our disapproval as to the way it's been handled. I know it's been murmured through the alumni and various people, and when we see brochures coming out to our homes advocating that we contribute to our alma mater, it rather disturbs us when we think that we are contributing to a new type of university almost entirely. As the Minister has intimated, maybe, maybe we should be thinking about introducing a new bill that would bring back the agricultural name to the college—the Agricultural University of Guelph or something. Let's just remember that the OAC place was made famous because of agriculture, and it's going to lose some of its fame—

Interjection by an hon. member.

**Mr. Innes:** —but I agree with my colleague that something has to be done. So much for the University.

**Mr. Chairman:** Carried.

**Mr. Gaunt:** I want to make one further comment in relation to that. At the Wingham High School we had two cases where young people were interested in going through for veterinarians. They wanted to take that course, and they consulted the guidance



teacher at the high school—and I recognize full well that guidance teachers sometimes just don't understand what sort of advice they're giving—and in this case, the guidance teacher said, "Well, if you want to go in for the veterinary course at the University of Guelph, the best possible course that you could take would be the Arts and Science course." And they would have taken that course. In fact, one chap did enter that course, but the other gentleman to whom I make reference couldn't get into it because of his academic standing, so he ended up in the BSA course. I cite that as one example of the emphasis that is being lent to the Arts and Sciences at the University.

**Mr. Chairman:** Carried.

**Hon. Mr. Stewart:** I wonder if you would allow me to say a word about the student costs up there, and the programmes being offered there by this department, in Agricultural Education. It's a very interesting story, and if you could do it in just a few minutes, Dr. Huntley, I think the members of the committee would find it interesting.

**Dr. Huntley:** Mr. Chairman, in regard to education, The Department of Agriculture and Food contracts with the University of Guelph—and I'd like the members to think of it in those terms, because this is our relation with the University of Guelph from this point on. These are special contracts for prescribed programmes and must be approved by The Department of Agriculture and Food and approved by the University of Guelph before it constitutes a contract, in addition to the diploma course which we're talking about and which our department supports—and the degree programme which is not supported by our department but is supported by The Department of University Affairs like any other university programme.

Our department also has a rather extensive contract with the University of Guelph for many courses that are important to agriculture. And I want to mention that we have in this current year correspondence courses costing \$163,000 in which 1,700 and some-odd people are participating at the University of Guelph, on our behalf, and covered by our budget. In addition to that, short courses from, say, three months in length down to a few days, on quite a wide variety of things are taking place both at OAC and OVC, which constitutes another contract that our department has, which comes to \$127,000 a year. In addition to that, associated with

educational programmes, a great number of the staff at Guelph have always participated in advisory programmes and extension programmes across the province under the old system. We're contracting for the same thing under the new system in specific amounts of time devoted to these various things. This in extent comes to another \$600,000. Now this is in addition to the services that you may know about—like soil-testing services, all the diagnostic services and so on—that's done by the veterinary college, and this adds to our contract, amounting to over \$1 million as well. So I wanted to add those as educational programmes that are carried out by the university on our behalf. There's no mention of reducing these at all on our part or their part.

**Mr. Gaunt:** One question: could you tell me, Mr. Chairman, how many students attend Centralia School?

**Dr. Huntley:** Mr. Chairman, at Centralia at the moment there are 185 students. At Kemptville there are 228, and as soon as dairy school starts a little later, there will probably be 30 or so added to that. Ridgetown: 136. At the University of Guelph, in the diploma course: 265. At New Liskeard 45. A new programme, a sort of experimental programme that we have with Fanshawe Community College where they have two substations and a contract with The Department of Agriculture and Food—our Ridgetown station—to provide the educational programme there, another 50 students.

**Mr. Chairman:** Carried. Research.

**Mr. Gaunt:** I want to raise a matter. I don't do so in a facetious manner, but this is a problem that was drawn to my attention, particularly in view of the wide publicity that the grape strike received in California, and the implications that it's had for some people up here. I was very interested to note that 25 per cent of the California grape crop which is used for wine-making, is used in the city of Toronto by the ethnic population. This grape that's used for wine-making in the city of Toronto, is a very peculiar type of grape in that it's different from ours—it's sweeter, it gives the wine a different texture and flavour and everything else—and apparently it is in great demand. I don't happen to be a great connoisseur of wines but I understand that this is a very fine, high quality wine. I'm wondering if, in fact, our soil conditions are such that we can't develop a grape here that's just as good as theirs. Is there any problem from that point of view? If not, we

might as well grow it here as import it from California. Moreover, if our soil and climatic conditions are such that we can't do it, that's a horse of a different colour.

**Hon. Mr. Stewart:** Dr. Huntley, would you answer that?

**Dr. Huntley:** Mr. Chairman, I can answer this very easily. Grapes that are grown in California belong to a different species. They're *Venifera* grapes. The grapes that are grown in Ontario are American grapes—*Labrusca* type of grapes—the same as they grow in New York State or Ohio. The ones that are grown in California are European grapes, identical to the grapes that are grown in France or Italy. The Italian people may like the wine that comes from the same species of grapes as they have in their old country. But we are maintaining that there's no reason why we can't like the wine that's made from the American-type of grape or the *Labrusca* type of grape. There is an attempt being made by our Vineland station and by Bright's in their experimental orchard of hybridizing the two. If there's anybody here who is from the grape-growing area, I think they probably would be aware of a few vineyards now in existence in Ontario that grow, not the European-type grape exactly, but a hybrid. The European grapes will not stand our winters but the hybrids will. So this is an approach to produce a European-type grape in Ontario. We're not sure in our own mind that this is a good thing. It might be better to really popularize our own.

**Mr. Gaunt:** Well, there are some people who would certainly be quite prepared to do that, I'm sure.

**Mr. Chairman:** The hon. member for Oxford.

**Mr. Innes:** I have one comment I would like to make about research. There has been considerable concern in the dairy industry, primarily by the comments made, shall I say, by the specialist people in Guelph, who indicate that the fairs and some of the present exhibitions could be extinct in ten years. They're basing their remarks primarily on the thought that the old-type beef animal and the old-type dairy cow, so to speak, will have to go, and that we'll have to look to straight performance-testing as such and forget about type as such. This is alarming to some of the export people who are commanding quite a substantial mark-up on their cattle by reason of their superior type and production. We

in the cattle business believe that they work hand in hand, and that we should continue to work towards having both the utility animal and an animal that will sell and reproduce.

An hon. member: Hear, hear.

**Mr. Innes:** There shouldn't be a differentiation between the two. This was tried out in the state of New York and much to their sorrow they have changed their thinking and have come back to try to cope with our type of production—namely, type and production. Now I hope that there will be some study given towards this, because I saw the directive that came out from one of the professors in Guelph and I was quite concerned about it. Now I don't know whether it was widespread, but I do know there is considerable concern in our industry relative to the thinking of some of the so-called specialists who believe that there's only one answer, and that is straight production.

**Mr. Chairman:** The hon. member for Sandwich-Riverside.

**Mr. F. A. Burr (Sandwich-Riverside):** That answers that. Mr. Chairman, I want to ask a question about biological control. You probably remember that Rachael Carson pointed out that only two per cent of the research entomologists were employed in biological control. Presumably most of the others were busy inventing new chemical compounds in their efforts to fight pests. Now it has been found in recent years that the effectiveness of these chemicals and pesticides is diminishing and at the same time their cost is increasing, not only in dollars but in the ecological disruption that they cause. I would like to know how many of the 195 staff members who are listed on page ten of the annual report of the Agricultural Research Institute of Ontario could be classified as research entomologists.

**Mr. Biggs:** Mr. Chairman, the big job in biological control of insects—and of course this is parasitic control where they breed a type of insect that will go out and lay its eggs to kill another insect—is being done by The Canada Department of Agriculture. This decision was reached a while ago, before I became Deputy Minister, that one organization or one government should do this. I don't know how many centres they have, but I do know that one quite extensive centre is in Belleville. Our role is one of co-operation. As a matter of fact, about two



months ago I agreed that we would allow them to release a certain insect which would act as a parasite on some other insect. So we are co-operating with them but the main push is coming from The Canada Department of Agriculture.

**Mr. Burr:** Mr. Chairman, the reason I was interested in this was that I met an unemployed entomologist the other day. He had been over in England doing work on his doctorate. He had come back and I think he had been looking for a job for two or three weeks. Now it seems to me a deplorable condition that an entomologist, who is perhaps one of the people able to do the most valuable work in society today, should be wasted in idleness for even one week. Yet I understand he applied at the federal bureau and was told that they weren't able to take him on because of the austerity programme. So you have agreed that you cannot handle any entomologists. Is that what it amounts to, really?

**Mr. Biggs:** The entomologists actually are on the staff of the University of Guelph. As a department we don't have any entomologists in our employ.

**Mr. Burr:** Well, I'd like to find out the answer I was going to ask earlier. Has any testing been done to discover whether there is any mercury pollution in the farm products in Ontario?

**Dr. Huntley:** Mr. Chairman, the interest in mercury has increased since the report in Alberta. You are aware that The Department of Agriculture and Food established in 1967 a pesticide residue testing laboratory at Guelph. It has a programme that is determined by various departments of government to monitor the residues of various pesticides that are in Ontario-produced food products. It hasn't conducted any tests on mercury to date. It is getting the proper equipment to do this at the present time and this testing will proceed. We don't expect that mercury itself will be a major problem in Ontario because there is a relatively small amount of it used in any of the agricultural practices that we are aware of. Only a small percentage of the seed that is put in the ground is treated with very low amounts of mercury. Now we do not expect there will be a problem but our laboratory is getting the equipment and developing the expertise to test these things. The mercuries today are organic mercuries and they are a lot more difficult to test than just the common mercury that we studied in high school.

**Mr. Biggs:** I think we could go one step further, Mr. Chairman. The opinion has been expressed quite positively by some of the professionals in the field that there will not be a problem in Ontario because of the small amount that is being used.

**Mr. Burr:** Well, Mr. Chairman, in Sweden it has been found that oats and barley grown from seed that has been treated with methyl mercury has twice as much in the new seed as oats and barley grown from untreated seed. It has been found also, that this carries through the food chain: the hens eat grain and lay eggs and the eggs contain twice as much mercury, or 2 or 3 times as much mercury, if they come from hens who have fed on the grain that has been grown from mercury-treated seed. So there is a problem. One of the Swedish studies back in 1964 showed that in Sweden many of the farm products, as compared with the products on the Continent, contained about an average of four times as much mercury as on the Continent. This applied to fish, eggs and meat so they stopped using mercury of which, I believe, methyl mercury is one type. After they did that there was a considerable reduction, in fact, in the ratio of 29 to 19 to 10 over a period of about 3 years. Mercury is just one of the additives and chemicals and pollutants that we face in this progressive life of ours and it seems to me that anything we can do to keep the total down is worth pursuing. Back—I think it was May 29—when I asked the Minister about the amount of wheat in Ontario that was treated with mercury, I understood him at the time to say 60 per cent. I have heard the figure 25 per cent since then. Can anyone tell me which figure is correct?

**Hon. Mr. Stewart:** I think that the estimate was closer to 60 per cent.

**Mr. Makarchuk:** Mr. Chairman, there are just a few points since we intend to pack up tonight. The first is the recommendation in the farm income report for the establishment of more farm machinery research in Ontario and the fact that the present research in that particular area is not particularly adequate. They are not meeting the need to either devising new equipment or new suitable equipment for Ontario farmers or providing the right kind of equipment, or providing the right advice to Ontario farmers to which type of equipment to choose.

I think the other very important aspect about which the research has been rather inadequate is the matter of market research



and research into the cost of inputs that the farmers have to contend with in trying to lower their production costs. It seems to me—and if you look at the annual report of the Agriculture Research Institute of Ontario—that as far as The Department of Agriculture and economics is concerned, you will find that it has very little research going on that is really of any meaningful use to farmers in terms of being able to provide long range forecasts in market prices, market conditions. Demands of beef or of various other farm products, as an example. This is the kind of research that is very useful to the farmer. He has to plan his production for a period of years and if he has these figures or some idea of what will be happening, he can certainly do a much better job. As a matter of fact, it even says in the report that reliable short and long term forecasts of prices supplied are extremely difficult, if not impossible, without continuing the regular data based on at least a quarterly and preferably on a monthly basis. In other words, it says there is no collection of data at the moment. Now I notice they did come out with a report just a few days ago—a matter for predicting Ontario hog supplies. There is one on price performances on Ontario Fresh Fruit Marketing Board. These are the kind of reports that are useful. But it seems to me that you should have many more of this type of research project going on. You have a lot of research projects going on in other aspects if you look to the book: alfalfa tillage establishment study, the evaluation of spring barley varieties, weed control in soybeans and so on, in those particular departments. But you really do not have the research that is required and it is a very important part of research. This is the area where the farmer has to contend and he finds himself at odds because he has to compete with the corporate sector of society. They naturally do a considerable amount of this research. All of the large corporations can predict their prices for three years hence. They know what their profits are going to be. They know what their markets are going to be, and so on. Now, the farmer needs this kind of information and at the moment it is not available to him. I think that this is where the department is very negligent and I think that this is one area of great urgency. You have to get into it and get into it fast. And on a large scale soon.

**Mr. Gaunt:** I want to underscore what the hon. member for Brantford has said. I think he makes a very important point. I think

it is important that we have more research in the number of areas that he has mentioned. I notice that Dr. Barber criticized both the federal and provincial governments for dragging their feet in respect to research as it applies to farm machinery. I gather that was the easiest part of his report to arrive at. He is still working on the other areas and I presume that one can assume that he has a tiger by the tail when it comes to finding out the differences in costing of farm machinery. It will be very interesting to view that report.

**Mr. Ruston:** With regard to the reform farms in the province, do they work in conjunction with the agricultural department for experimental purposes? I mean, are these carried on together?

**Hon. Mr. Stewart:** Yes, they do with the livestock section and the OAC.

**Mr. Burr:** Mr. Chairman, I have about five articles from Sweden on mercury poisoning and pollution. I wonder whether they would be of any interest to you.

**Hon. Mr. Stewart:** Yes, we would be very pleased to have them.

**Mr. Burr:** They are not very much use to me because they are in Swedish. About the only two words I can translate are "quick-silver" and "Japan".

**Hon. Mr. Stewart:** Well, you were doing a pretty good job a while ago, telling us about all the things that were going on in Sweden. Is that right or was not it?

**Mr. Burr:** You have some translation services that might be able to translate them for you.

**Hon. Mr. Stewart:** Yes we have.

**Mr. Chairman:** Mr. Minister, would you care to make any remarks before the—

**Hon. Mr. Stewart:** I would just like to say this, Mr. Chairman, that this is a trial experience that we have had here in presenting these estimates for the first time in the history of the Legislature of Ontario. As far as I am personally concerned, I think it has been an excellent experience and I think that we have sincerely looked at our estimates in depth. There were a lot of good suggestions made from all sides of the House and there has been participation in these estimates that I have never experienced before.

Mr. Chairman, I would like to congratulate you and the vice-Chairman for the fine job you have both done in chairing the committee. We express our appreciation to the members of the staff of our departments who are here with us for being so patient in waiting to get a chance to say what they had to say and have been asked to say. We perhaps should have used them more but, quite frankly, I think that if people want to hear what I have to say about some of these things, I welcome the opportunity to

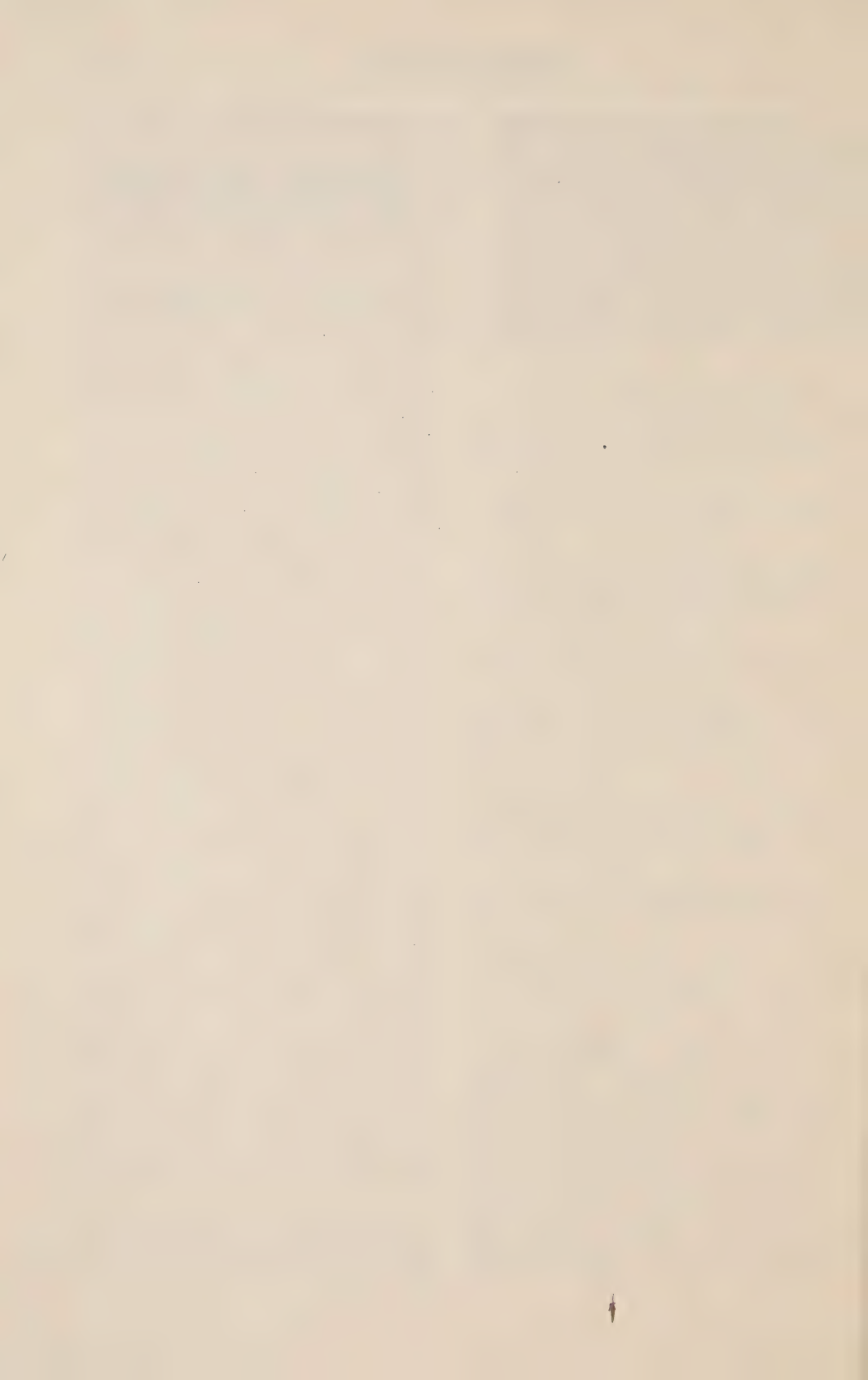
discuss them. I thank you very much for the interest and attention.

**Mr. Chairman:** This completes consideration in this committee of the estimates of The Department of Agriculture and Food.

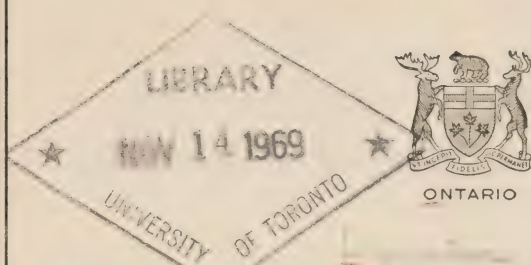
I do now move adjournment of the committee.

Motion agreed to.

The committee adjourned at 10.30 o'clock, p.m.







# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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Wednesday, November 5, 1969

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Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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1969



## CONTENTS

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Wednesday, November 5, 1969

Main office .....	S- 95
General administration .....	S-114
Departmental business administration .....	S-114
Data processing operating costs .....	S-114
Information services .....	S-116
Motion to adjourn, Mr. Chairman, agreed to .....	S-117

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

WEDNESDAY, NOVEMBER 5, 1969

### ON THE ESTIMATES—DEPARTMENT OF EDUCATION

The committee met at 4.00 p.m., in committee room one.

**Mr. Chairman:** Call the meeting to order. There are several things I would like to go over with you. First of all, to facilitate the good functioning of this committee—I think to the advantage of everyone concerned—it is necessary, because of the sound equipment that we are using here today, that the members of the committee stand when they are speaking. We also ask that the civil servants, when they rise to speak—if those on this side would use the microphone on the right and if any members of the Legislature who are not on the committee, at the rear of the room, would kindly use the microphone provided for them. I know this is rather cumbersome.

Interjection by an hon. member.

**Mr. Chairman:** Yes, this is one of the things I intend to . . . I would like to hear the comments of the members of the committee about whether or not they wish smoking allowed.

**An hon. member:** I am not happy that I smoke but I would suggest to you frankly that this is a democratic process. If it does not offend unduly I would like to smoke.

Interjections by hon. members.

**An. hon. member:** We are not under the same strictures as the Assembly. I see no reason why those who wish to smoke cannot smoke.

Interjections by hon. members.

**Mr. Chairman:** I believe they have ruled in the negative. It makes no difference to me.

Interjections by hon. members.

**Mr. Chairman:** May we have a show of hands? All those in favour.

Interjections by hon. members.

**An hon. member:** I am not in favour of smoking—I just smoke a lot.

Interjections by hon. members.

**Mr. Chairman:** All those in favour again—we did not get a count. I am sorry.

Interjections by hon. members.

**Mr. Chairman:** Two members have arrived late. I think perhaps we should call the question again. There are two late members.

Interjections by hon. members.

**Mr. Chairman:** It was more or less a deadlock. It was a deadlock. All those in favour of smoking during these committee meetings—hands up. Those against.

Interjections by hon. members.

**Mr. Chairman:** Eight in favour. The smokers have won the day.

Interjections by hon. members.

**Mr. Chairman:** I think before we go any further we will have the roll call.

**Mr. S. Lewis (Scarborough West):** Mr. Chairman, is there an ashtray available?

**Mr. Chairman:** They are in the rear of the room. They are being distributed.

**Mr. O. F. Villeneuve (Glengarry):** Will smoking be allowed?

**Mr. Chairman:** It is allowed, Mr. Villeneuve. Would one of the pages please distribute the ashtrays?

Interjections by hon. members.

**Mr. Chairman:** The roll call now please.

Roll call.

**Mr. T. Reid (Scarborough East):** A point of order, Mr. Chairman. I understood that other members can fill in for members listed.



**Mr. Chairman:** Yes. We have the Liberal substitutions: Tim Reid, J. Bullbrook, Bernard Newman and Donald Deacon. They will—

Interjections by hon. members.

**Mr. Chairman:** Will you just wait one moment please? The clerk will complete the roll call.

Roll call.

**Mr. Chairman:** I would like to know who submitted these names to the Liberal caucus. Mr. Reid?

**Mr. T. Reid:** Yes.

**Mr. Chairman:** Is one of these gentlemen substituting for Mr. Knight on your list?

**Mr. T. Reid:** No, Mr. Chairman we have not asked for a substitution for Mr. Knight. Mr. Pat Reid is unable to be here and Dr. Donald Deacon is substituting for Mr. Pat Reid.

Interjections by hon. members.

**Mr. Chairman:** Well, Mr. Knight, you should be on the list. You are on my—

**Clerk:** Mr. Knight is on—

**Mr. Chairman:** Mr. Knight, you are on—

Interjections by hon. members.

**Mr. Chairman:** Ladies and gentlemen, I think we should decide, in our initial meeting, on the hours of sitting for this committee. We have until November 19 to report. We can sit, I suppose, afternoons from 3.30 until 6 p.m., and then when the House resumes its sittings in the evenings. One of the contentious points is whether or not we should sit on Tuesday and Thursday mornings, and possibly we could have an expression from the members about this.

**Mr. T. Reid:** Mr. Chairman, I believe that we should have three basic meetings from 9.30 a.m. until 1 p.m. on Thursday, November 6, and Thursday, November 13, and Tuesday, November 18. I understand that Tuesday, November 11, is a holiday.

**Mr. Chairman:** From 9.30 till when?

**Mr. T. Reid:** From 9.30 a.m. until 1 p.m., perhaps with a break in between.

**Mr. R. D. Kennedy (Peel South):** I am not in favour of meeting in the mornings. Perhaps in a week or so we could look at this again, depending on how we progress. Right now, I

think we should go in the afternoons and evenings. I might add there are some regular committee meetings this week.

**An hon. member:** I would like to know how many are tied up in these committees. I think it would be very useful for us to get a fairly rapid start into sittings for obvious reasons.

**Mr. Chairman:** Can we have a show of hands of how many are on the Health Committee? A show of hands, please.

**An hon. member:** How many? How about substitutes?

**Mrs. A. Pritchard (Hamilton West):** It has been suggested that if it is necessary we proceed in the mornings.

Interjections by hon. members.

**Mr. Lewis:** Mr. Chairman, I would just like to make a point which might influence later matters. When the select committee was discussing these things this summer, I think we all agreed that there might be instances where we would be required to meet while the House was sitting. But that it was not always desirable that that be the case. As a matter of fact, on the Tuesdays and Thursdays which are encompassed within the range of this committee, I think, personally, it would make some sense to sit in the morning and in the evening, to allow members to be in the House during the afternoon. So that people on this committee are not precluded for ten sitting days from the House activity, which is largely what happens. I think that is a relatively sensible observation and I do not particularly want to see it confused with the political implications that come with it. If it is not possible, so be it, but I think that was largely in the minds of the committee members over the summer when we chatted about when these estimates committees should meet.

**Mr. Chairman:** Yes, Mr. Reid?

**Mr. T. Reid:** I want to speak against the motion. You must remember that the members of the committee who are also sitting on, for example, the health committee are quite free to appoint someone in their own caucus to sit for them. So I do not accept that as a very strong reason for sitting in the afternoons and evenings rather than having some mixture of mornings and afternoons and evenings. I would like to hear from the person who moved the motion, the reasons for doing so. I would like to hear some positive

reasons why we cannot perhaps meet in the mornings, for three days only, on estimates that total over \$1 billion. Why do we have to meet when the House is sitting? Why can we not meet at least a few times in the morning when, to be honest with you, the members of the media, the press gallery, who are covering these meetings, will be able to be at one place instead of splitting their attention between two places.

**Mr. Chairman:** Mr. Reid, I did see some figures on the tabulations from last year's estimates, and it is roughly 14 hours spent. If we sat in afternoons and evenings, regular days, it would be 35 hours—if we sat until the 19th. Mr. Newman.

**Mr. W. Newman (Ontario South):** Mr. Chairman. Under the new rules of the House, this was an experimental basis. The Department of Agriculture and Food estimates were in here about a week ago. We found that the hours that were assigned at that time were very satisfactory to that department. There is even more time allocated to the Department of Education. Because it worked so well, I would endorse Mr. Kennedy's remarks and say that we should try to carry on at the present time the way they did with the agricultural department—since it worked out so well.

**Mr. T. Reid:** If we are experimenting, why do we not try some other method?

**An hon. member:** Well let us see how this works.

**Mr. Chairman:** All right, we will have the questions. Mr. Johnston.

**Mr. W. E. Johnston (Carleton):** Mr. Chairman, as you all know, next Tuesday, November 11, the House will not be sitting. A goodly number of us from a distance are here, and I would hope that it could be arranged whereby it will not be necessary for this committee to sit on Monday.

**Mr. Chairman:** Perhaps we will settle this first—excuse me, Mr. Johnston, we will settle the regular meetings first—and then we will come to your—

**Mr. W. E. Johnston:** Well, does not this come into the picture? Anyway I do want it settled. All right you can settle that first. I propose that this coming Monday, the committee will not sit.

**Mr. Chairman:** The question is, whether or not we will meet 3.30 till 6 and then 8

until 10.30. Then we will raise the question of the other matter. All those in favour of Mr. Kennedy's motion? Mr. Knight.

**Mr. R. Knight (Port Arthur):** Can I get a word in edgewise here? I want to say that I would not be able to be here at 9.30 in the morning—my train does not get in till 10.30. Since we have a deadline to get these estimates out, and they are so important because they involve so much money, and in a big department so many changes are coming about—it is supposed to come about within a year, and there is so much confusion and so on—I am sure that a lot of members here will want to discuss these things in depth. I think the more we can meet the better. So even though I cannot be here—I will be here as quick as I can in the morning—I would urge the members to get off with a flying start and put as much time as they can into it. If we get done early, so much the better.

**Mr. Chairman:** All those in favour of Mr. Kennedy's motion?

Interjections by hon. members.

**Mr. Chairman:** Those opposed? Ten for and 7 against.

**Mr. W. Newman:** Mr. Chairman, before we get started here—on the Agriculture and Food estimates there was a motion put through on a free vote on smoking in here.

**Mr. Chairman:** We have had that, yes. Carried. Now, there are all these procedural matters. First, we will be sitting on Fridays. *Hansard* wanted to know this.

**Mr. W. E. Johnston:** What hours on Fridays?

**Mr. Chairman:** The House opens at 9.30 a.m. From 9.30 to 1 p.m. Now the question of Monday—Monday preceding Remembrance Day. What is your wish? You want to make a motion, Mr. Johnston, that we not sit?

**Mr. W. E. Johnston:** Mr. Chairman, I make a motion that this committee should not sit on Monday, November 10.

**Mr. T. Reid:** We have seen that the government members have said we will not be sitting—unless they amend their decision with another motion later on—on the mornings of Thursday, November 6 or Thursday, November 13 or Thursday, November 18. Now a government member is trying further to limit debate in this place by ruling out the



meetings of this committee on Monday, November 10. We are not going to meet on November 11 either. We on this side, and I certainly speak for the Liberal members here, agreed with the interim rules to have the committee report on November 19, but we were not prepared to have the government majority on this committee consistently eat away at the debatable time of this committee. We object to this most strongly.

**An hon. member:** Hear, hear.

**Mr. Chairman:** Mr. Lawlor.

**Mr. P. D. Lawlor (Lakeshore):** I give full accord to that. These very extensive estimates which involve about half the revenue of this province cannot be properly debated and we cannot give full amplitude to the hearing if your intent is really to cut back on our time.

Then this committee system simply will not work. I would ask for your co-operation and regard—you have on your first vote, you have in effect restricted the work of the committee initially. I would think in this particular regard that you should show an openhearted, an openhandedness and a magnanimity in seeking to give us the fullest opportunity to go into these estimates, rather than to beget a bad name, a restrictive stigma—which I hope you will not deserve—of seeking to use the committee system as a way of restricting members getting into these estimates.

**Mr. Lewis:** I have been listening to Mr. Johnston—just a sort of exercise in health and wit—did you really mean you did not want the committee to meet on Monday? The House is meeting on Monday afternoon and evening and that is not going to inconvenience members who want to substitute people nearer Metro on Monday. I think if the motion were withdrawn we could get into formal vote. Let us get on with the—

Interjections by hon. members.

**Mr. Chairman:** I will call upon the Minister, who will make some introductory remarks and introduce his staff.

**Hon. W. G. Davis (Minister of Education):** Mr. Chairman. As I understand the—what little I know of these proceedings—the traditional, sometimes too lengthy, addresses prior to the introduction of the estimates, these are more or less a thing of the past and perhaps we are all somewhat delighted. I have prepared for the members of the committee, as well as the other members who are not here

with us, some background material that might be helpful in our discussions. This has been made available to you. In case you left your copy of the Minister's report—in that it is such delightful reading—it is also available for you on this occasion. There is some other background material related to certain curriculum guides that might be of interest to you during the discussions when we get to that part of the estimates.

I have also prepared—and I will ask that these be distributed, perhaps to be of some help to you—the 1968-1969 estimates by vote numbers and the 1969-1970 estimates, so that you will have these as a sort of ready reference for some form of comparison. We have tried to lay them out for you roughly the way they will occur. It may not be completely in order for us because of the slight variation in the way they are set up but I think these will be helpful, Mr. Chairman, to the members of the committee. We have endeavoured not to restrict. We have available here—and we are really very interested, Mr. Lawlor, in having as much information about the department made available as we can.

The Deputy Minister is on my right. Mr. Barclay next to Dr. McCarthy, Mr. Stuart Stephen, assistant Deputy Minister, you all know Mr. VanderBurgh. When we reach the other areas of the department, Mr. Frank Kinlin, who is the new assistant Deputy Minister. Perhaps members of the committee have not met him in that official capacity before—Mr. Tom Houghton, who is executive assistant to Dr. McCarthy, and Mr. Lorne Johnson, who is assistant Deputy Minister as well. These represent the senior staff of the department. When we get further on into the estimates, some of the specific areas of interest, there will be other people here who perhaps can be helpful in relating as much information as they can to you.

As I say, Mr. Chairman, it is not my intention to state further any of the programmes or what we are doing in the department. I guess there will be ample opportunity to do this during the discussions. I have for the member for Scarborough East, an answer to his question 97 from the order paper, and I think perhaps the other material I am distributing will cover the other answer as well.

**Mr. T. Reid:** I have a number of questions. I wish to discuss certain specific issues that we in the official Opposition feel we want to discuss in the committee during the next ten days or so. I was wondering if



the Chairman and the Minister could give some guidance on where we might discuss these issues so that there can be an understanding in that respect. For example, in the Minister's information papers provided by the Minister today he gets into philosophical issues of education, issues of a sort of general policy nature. I was wondering whether we should get into that type of question under the first vote or whether we should wait until we get into curriculum?

Another general type of issue is the question of student unrest in our high schools. And where we might discuss this. For example, the issue that Mr. Pitman and I and others have brought to the Minister's attention concerning fuller participation by parents and teachers and high school students in the educational process. This is an issue that needs to be discussed to some extent. There is the issue of educational programmes for three- and four-year-old children in Ontario, particularly for the inner city schools. Where should we discuss this? We could discuss it under special education, I suppose, or we could discuss it under grants to primary schools. There is also the issue, of course, of education of the native people of Ontario. Perhaps we should take them one at a time, Mr. Chairman. I have a list of about ten areas.

**Hon. Mr. Davis:** Mr. Chairman. I think all of these are very valid areas of discussion. My own reaction would be that the first three or four items the member for Scarborough East referred to probably would come—I think reasonably appropriately—under vote 502 where we discuss curriculum. I think this would have application to a number of items. Perhaps the question of, for example, the education of Indian youngsters, the inner city schools or the programmes for three- and four-year-olds could be discussed under special education services. It does not apply strictly to the title because they are referred to here as handicapped, but I think we could extend our discussions during that item which is vote 504. These would just be my reactions to the suggestions.

**Mr. T. Reid:** Could I ask about another specific issue, where the question of the Separate School Trustees' Jurisdiction should be discussed? Would you put that under grants to secondary schools?

**Hon. Mr. Davis:** Mr. Chairman, this is something the committee would have to deter-

mine. I think there is no provision in the estimates for support to grades 11, 12 and 13. I am not sure that but I think that the proper place to discuss this and to make observations might be in the summation or the discussions in the Legislature. This is just my own thought on it. There is no specific vote here that would refer to that.

**Mr. Lewis:** There is a specific vote for partial funding of grades nine and ten—

**Hon. Mr. Davis:** Indeed there is—

**Mr. Lewis:** That the members—

**Hon. Mr. Davis:** —\$700 million.

**Mr. Lewis:** Right. Discussing grades nine and 10 might wander into the area of 10, 11, 12 and 13.

**Hon. Mr. Davis:** I would say, Mr. Chairman, that we have all wandered on occasion before. I am just saying that there is no specific vote provision here.

**Mr. E. W. Martel (Sudbury East):** I would like to raise a couple of issues on the separate schools. We could discuss the form of what schools you can support in the school system of your choice as the result of the private members' bill I introduced last spring—

**Hon. Mr. Davis:** Mr. Chairman, I have no desire to limit discussion on any of these items. I am really not sure that there is a place *per se* in the estimates. Perhaps when there is discussion in the House with respect to The Separate Schools Act might be a really good time. You might find a chance to work your thoughts in somewhere along the line.

**Mr. Chairman:** I am sure you will. I think with regards to page 44, vote 501 we will go through the subsections under departmental administration programme by activity.

**Mr. T. Reid:** Shall we start with item one—salaries?

**Mr. Chairman:** Main office salaries. Does that meet with your pleasure?

**Mr. T. Reid:** Are you going under the sub-heading of main office?

**Mr. Chairman:** Yes, with main office then general administration, then financial administration. Is that all right?

**Mr. T. Reid:** Yes. Mr. Chairman, I was wondering if the Minister might give in

capsule form his view on the financing of the Council of Ministers of Education standing at \$175,000 for the fiscal year 1969-1970? As I read his information papers, one finds a section concerning the Council of Ministers from page 79 through to and including part of page 84. Since the Minister simply gave us these papers this afternoon, and some of the members here have not had a chance to read them—including myself—I wonder whether he might state why he feels the granting of \$175,000 to the Council of Ministers is worthwhile.

**Hon. Mr. Davis:** Yes, Mr. Chairman. Not to belabour this item I obviously am not completely objective. I think it is a very important item in the estimates. It marks the first time on a full year basis that the Council of Ministers of Education has been in operation. We had estimates last year for a partial year. I am very encouraged by the response. There have been some changes in personnel in some jurisdictions for obvious reasons but there has been a continuum of people, particularly with respect to the senior officials.

I think I can report to the members of this committee, Mr. Chairman, that there is a very real interest on the part of all the provincial departments of education to work in close co-operation on many issues. Education is constitutionally the responsibility of the provinces. Nonetheless, there are many areas of common concern where we think, in the interests of the educational system generally we can do a great deal to assist one another.

The council determined at its annual meeting 1½ months ago that the permanent office for the secretariat of the council would be located here in Toronto. During the past year we have had seconded to the council one of the officials of The Department of Education from Ontario to assist the council in its development. We have agreed to name, on a full-time basis, a Secretary General, as he will be called, for the council. There have been a number of sub-committees established. One sub-committee was related to information services where we had some very extensive studies and discussions with DBS. This has resulted in a new approach by DBS to the extent that probably this aspect of the council's work can now be discontinued—at least for the time being. We've also had a sub-committee related to educational television and broadcasting. This sub-committee, Mr. Chairman, met in Ottawa with the Secretary of State, Mr. Gérard Pelletier, some

two weeks ago, to convey to him the concern we had as a Council of Ministers, not just as a province, about the definition of education as it appeared in their draft bill because we thought it in itself was somewhat restrictive.

There were some discussions related to finance as well. We have other sub-committees related to manpower and vocational training. I believe it was at the July meeting in Newfoundland where we agreed to establish a sub-committee related to the field of curriculum. Those members of this committee who have had some experience in the field of education know the great varieties in curriculum that exist across Canada. This sub-committee is now working to see if there are some areas of common interest that we can develop and approach that would help the transfer of students from one provincial jurisdiction to another.

I think there is nothing more frustrating. I am sure you have all experienced this from constituents who have had young people move from province A to province B and find the courses of study to be substantially different. This could, perhaps to a degree, prejudice their academic careers. The council itself—I want to make this abundantly clear—was not and is not acting as an agency in a series of confrontations with the federal jurisdiction.

I think I can fairly state once again, Mr. Chairman, and I am not one of those enthusiastic supporters of the existing federal administration—that the meetings we have had with the federal authorities have been helpful. They've been constructive and I think that the Ministers involved at the federal level would also support this point of view. We anticipate a continued growth of interest in the council. We are working in co-operation, of course, with the existing organization, the CEA. Our annual meetings are scheduled to coincide with their annual meetings, and, Mr. Chairman, that is rather a lengthy summation of what the council is up to.

**Mr. T. Reid:** Mr. Chairman. The council was established in September, 1967. We are now well past September, 1969—two years later—and I wonder why we have not seen more concrete results from this council which really, under our constitution, means the provinces should be getting together to make sure there is some sort of national co-ordination of educational issues. I wonder if the Minister might comment on whether or not he feels this Council could really become a viable force in terms of national education.



Unfortunately, politics being the way they are, the turnover of the members of the council, due to the fact that Ministers of Education quite often become Premiers of the provinces, which presumably happened in this province—is very high. One notes that the council meets only three times a year. It seems to me that meeting three times a year is hardly taking very seriously the issue of the need for some sort of national co-ordination. We note that last year, 1968, the Minister asked us for \$100,000. This year he has got it up by \$175,000. We on this side—and certainly in the official Opposition—feel that there needs to be more money allocated to programmes of co-ordination at the national level. There is no question of this. The Minister, in reading his report, has failed to satisfy me that this is a viable organization. He has failed to satisfy me that an organization that meets only three times per year is serving as a national organization. I can perhaps understand why the meetings are secret, but I do not understand why there is not a report from the council itself—if I am correct in this?

**Hon. Mr. Davis:** You are not. Mr. Chairman, there is a report. I will give the hon. member a copy of the report that was produced by the hon. Mr. Meldrum, the Minister of Education in the province of New Brunswick, who was the first to report from the council. I would be delighted to get it. It is not a glossy document or a lengthy document, but it does constitute, I think, a summation of the activities of the council. I am quite prepared to do this. I think it should also be pointed out that, while the Ministers themselves as a full council meet perhaps three to four times—this year it may be more than that—the various sub-committees of the council are meeting rather regularly. The sub-committees related, for instance, to the broadcasting situation of educational television have been meeting on a pretty regular basis. It is the same way with manpower training.

The fact that the full council may not always meet every month does not negate the work being done by the officials at the sub-committee level. This, of course, is where much of the leg work is done. I can not say to the hon. member that this is the ultimate answer. He knows as well as I do the constitutional problems inherent in this. I am a little disappointed that he does not recognize that this is perhaps one of the most significant steps that has been taken by all the Ministers representing very many political

parties in this country in a very genuine effort to bring some national interest to education. I am not saying it is perfect, Mr. Chairman. There is a lot to be done. But I would be very disappointed—

Interjection by an hon. member.

**Hon. Mr. Davis:** I would say to the member for Sarnia, having known him for some years, that he is really being too modest in saying that he is not as knowledgeable, because I know better. I think, Mr. Chairman, that the member for Scarborough East surely senses that we have made very substantial progress. I do not just mean Ontario. I do not mean the Minister here or the department here, but that the Ministers generally across this country are making a genuine effort to see if they can not bring some national interest and involvement into the field of education. I am encouraged, quite encouraged by it.

**Mr. J. E. Bullbrook (Sarnia):** I wanted to ask, Mr. Chairman, in this connection—and I profess my ignorance—but you are going to be disappointed with me I am sure throughout these hearings, because I, unfortunately, do not have the knowledge and perhaps the capacity, Mr. Chairman, that the Minister does. I think it goes without saying that you and your colleagues—the other Ministers—are to be complimented in connection with the attempt at some uniformity of curriculum. I want to discuss with you, or perhaps invite you to discuss with us, whether you have discussed with your colleagues who have the same responsibilities, some uniformity of grant structure available to the separate schools.

We live in, as I understand, some sort of a no-man's-land. Some separate school supporters in other jurisdictions are entitled to additional grant benefits that the separate school supporters in Ontario are not. On the other hand, there are provinces that are not as advanced in their thinking in this connection as we are. What discussions has the Council of Ministers had in this connection? What has been your attitude? Are you seeking also in connection with uniformity not only uniformity of curriculum but uniformity of financial assistance to the people of your provinces? That is basically the thrust of my question at this time. Would you give us your thoughts on this and the thoughts of the other Ministers.

**Hon. Mr. Davis:** Mr. Chairman, I think the member for Sarnia will appreciate that it is very difficult for me to express the thoughts



of the other Ministers of Education in this country.

Interjections by hon. members.

**Hon. Mr. Davis:** Yes, but I am still one of those who does not like to translate for other people if I can avoid it. I am sure he will understand that. I think it is fair to state there have been no discussions relative to specific grants within individual provinces to school authorities, whether separate school or public school, or just what methods are used. In matters that have been discussed related to, shall we say economics, it is related basically to cost per student, what the total support is, and how costs are being handled and controlled within individual provincial jurisdictions. There has been no reference, to my recollection, in the two or three years I have been involved—and prior to that as part of the Minister's committee of the CEA, with respect to separate school situations in this jurisdiction—to the policies being followed in the province of Alberta, Quebec, or what have you. Generally, this has not been a matter of discussion.

**Mr. Bullbrook:** Now look, Mr. Chairman, does the Minister see any advantage in a discussion in this connection? It would seem to me that with people moving from one jurisdiction to another, it might be beneficial to the taxpayers of the Dominion to recognize some uniformity in this field. This is a question of grant availability. I am wondering if you are going to consider a discussion of this. Could we invite you to initiate a discussion of this?

**Hon. Mr. Davis:** It would be quite appropriate for you to suggest that I might. I think I can only speak, once again, for this province. Matters of this kind, I think, are matters of very significant policy to the governments of those jurisdictions and to say that this should be accepted as a matter for discussion by other jurisdictions, quite frankly, I think there would be some doubt—

**Mr. Bullbrook:** But I think it goes without saying that you were the chairman. They certainly look to the province of Ontario in most fields for some guidance and initiative. This is the invitation that I put forward—and issue it in that respect.

**Mr. Chairman:** Mr. Morin.

**Mr. J. Morin (Ottawa East):** I am wondering if the Minister could illustrate whether such things as overlapping of studies, for example—we went into a new approach to

mathematics three or four years ago, and I am sure other provinces have duplicated studies—whether it is the intention of the committee to designate certain provinces to do certain studies so that we do not have the problem of three or four provinces spending money on the same study. This could be brought into the historical study that was tabled by the Minister some time ago on the updating of the curriculum that would present an overall view of Canada, and so on. I fear what is happening. If you look at history, you get history being taught as though each province was a separate entity and not part of a whole. I am wondering if we could possibly designate studies to each of the provinces to prevent overlapping. This would cut down costs and at the same time have an overall development of Canadian studies.

**Hon. Mr. Davis:** Mr. Chairman. I think I can best handle this on the basis that there are some areas where I think the individual provincial jurisdictions are going to continue to want to do their own thing, I guess you might say.

The council has made monies available to one or two research organizations that are doing work on a national basis. I think there is a very real feeling on the part of the council and those participating that any material we develop here in this province will in fact be made available to other provincial jurisdictions. I mean, for instance, the Hall-Dennis Report. You should know whether or not other provinces agree with it. It has been rather thoroughly studied in several other provincial jurisdictions. I don't want to get into university problems during these meetings but, as an illustration, the formula approach for university financing has been looked upon—we have made this available to some of the other provinces—I think it is fair to state once again two or three provinces have looked at this. One has developed a very similar approach. The field of history is perhaps one of the very difficult areas to get any sort of national approach relevant to this particular subject.

The study group that Mr. Bernie Hodgetts instituted along with people from OISE has appeared before the council on two or three occasions and all the provinces have agreed to participate with them in their plans. This to me was a very encouraging sign. How far it will go and just how much it will accomplish, only time will tell. But they are encouraged to the extent that they are now establishing a Canadian history or Canadian

studies foundation through the private sector and they are involving support from all the provincial jurisdictions. I would not want to say this will solve all our problems, though.

**Mr. Martel:** If I could just pursue it though and go back to the new approach in mathematics which is less complicated. What I envisage—

**Hon. Mr. Davis:** Yes. There is a little less controversy over that than history.

**Mr. Martel:** Right. I would envisage this committee undertaking to designate, shall we say, a specific study rather than have four provinces studying new approaches in mathematics resulting in a duplication of cost to each of the provinces. I would hope that this committee would move in and designate a certain area to do a study—

**Hon. Mr. Davis:** Only we—

**Mr. Martel:** —and present the facts.

**Hon. Mr. Davis:** Right. You must understand this. The council has been operative for two years. The fact that it exists or was created is not insignificant and to say that the council can now start allocating to individual provinces certain areas of specific responsibility is, I think, being somewhat optimistic at this point. I think I can say from my experience that every provincial department is looking for some way to utilize the expertise or whatever information any other department may have. I do not think there is any doubt about this. We certainly are prepared to pick the brains and the talents of any educational administration if it can be helpful to us here. But to say Ontario will do this, Quebec will do that, the Maritimes this, and so on, would be perhaps a shade optimistic, especially to see this happening overnight.

**Mr. Martel:** I would not expect the council to be so bold and say, "Let us do this and this and this." But by some choice of selection, for example—

**Hon. Mr. Davis:** Yes. Yes.

**Mr. Chairman:** Mr. Newman, Windsor-Walkerville.

**Mr. B. Newman (Windsor-Walkerville):** Thank you, Mr. Chairman. In the studies undertaken by the Council of Ministers of Education would the Minister inform us if any studies have been undertaken concerning the grade level at which education should terminate in the secondary school. In other

words, should there be termination of secondary schools standardized throughout the Dominion of Canada at 11 or at what grade level before you enter into tertiary education?

**Hon. Mr. Davis:** No. There has been no one study made. I think the facts are available to every provincial department and this is a matter of internal decision. I think the point the hon. member for Windsor-Walkerville is making is that Ontario has the 13-grade structure, whereas the majority of the other provinces have the 12-grade structure. We recognize that this in itself creates some problems with respect to enrolment, say, at the post-secondary institutions. But I think it is also fair to point out one or two other provinces, Saskatchewan, at least, and I think there will be others, like Ontario, where the system in the secondary school field will be similar to the elementary field where the discussion of grades *per se* will be relatively academic in a period of time.

**Mr. B. Newman:** May I ask the Minister if studies include the compulsory leaving age or the compulsory age for education. At what age would a youngster be allowed to quit school?

**Hon. Mr. Davis:** No, we have not—

**Mr. B. Newman:** —the elimination of the compulsory age?

**Hon. Mr. Davis:** We have not studied this as far as other provinces are concerned.

**Mr. B. Newman:** Is that one of the topics that will be discussed?

**Hon. Mr. Davis:** Yes. I believe the CEA—this is the Canadian Education Association—is conducting a study relative to this item.

**Mr. B. Newman:** Is there any assessment being made of technical education in relation to its adaptability and furtherance on the community college level?

**Hon. Mr. Davis:** No. I would say that a number of the other provinces are very interested in the development of our college programme here in the province of Ontario. There will be another item where I can discuss this at greater length. Not only some of the provinces, but many state jurisdictions are looking at the community college programme in this province with some degree of genuine respect as well as interest.

**Mr. B. Newman:** Well, Mr. Minister, the problem that I get mentioned to me quite often is the fact that the youngster will



complete three or four years of technical education and then simply be repeating the same type of work when he goes into community college level.

Mr. Chairman, I do not want to terminate this discussion, but I think really this is not a matter that relates to the Council of Ministers of Education. I think this a matter we should discuss under curriculum, internally within this province.

Mr. Chairman: Mr. Lawlor.

Mr. Lawlor: I would hope that on the whole the Minister of Education of Ontario would also consider himself the chief teacher, the teacher, perhaps, par excellence in the province. I do not know if he so regards himself.

Hon. Mr. Davis: I only taught Sunday School.

Mr. Lawlor: And only produced atheists.

Hon. Mr. Davis: No. Two of them went. Two of them . . . Well, never mind.

Interjections by hon. members.

Mr. Lawlor: I have a couple of questions for the Minister in this particular area. I am concerned about transferability from province to province according to level of general requirement. No doubt that it is under study. Is it a pressing problem? Is it a difficult problem for you at the present time or is there fair accommodation as between one jurisdiction and another?

Hon. Mr. Davis: I think there is much better accommodation, Mr. Chairman, than there was, say, five or six years ago. To my mind it still is a fair piece from perfection. And Ontario is not completely out of the woods on this issue. We have, relative to other provincial jurisdictions, some standards with respect, for instance, to teacher certification. These standards are not enthusiastically accepted by one or two other provinces although these two are in the process of change and are somewhat more flexible than they used to be. But it is improving.

Mr. Lawlor: On the whole, would a pupil moving from, and I do not use this invidiously, from Alberta to Ontario, be placed in an—since we still have a class structure—an advanced class or would he be pretty much on the same level or would he be placed back? How does this work out as between gradations?

Hon. Mr. Davis: There are always exceptions to this and there is very little statistical information on it, if any. I would like to think that the majority of students moving in and out of Ontario would be moving to a comparable grade level wherever they were going or people moving in here would come at a comparable grade level. Now, there are variations.

Mr. Lawlor: Is this a pious hope?

Hon. Mr. Davis: No. No, I do not think so.

Mr. Lawlor: You actually have this under study? Are we getting something for the \$175,000?

Hon. Mr. Davis: Yes. I am not sure we are getting a complete answer to that for the \$175,000.

Mr. Lawlor: But do you have a sub-committee on it?

Hon. Mr. Davis: We have a sub-committee relating now to curriculum which does involve, of course, an equation or equalization, if you want to use this term, of grade concepts. If you are going to study curriculum in the field of maths as applied right across the country then you can come up hopefully with some rationale as it would apply right across the Dominion.

An hon. member: Right. I think my colleague—

Mr. Martel: I just wanted to pursue this—

Interjections by hon. members.

Mr. Martel: Is there any information available for the teacher, particularly at the elementary school level, with respect to establishing where a child might fit, let us say, if he did come from Alberta, but more so, if he comes from Europe? One of the difficulties I encountered with children from some countries was establishing some level to put them at. I was wondering if the department could move in on this to provide the principals with some material to put the child at approximately the right level, because he has no guidelines at the present time.

Hon. Mr. Davis: I would just make the observation that the school systems themselves would probably have far more experience and expertise to develop policies along this line than we would as a department. Most school systems (and I am a little bit familiar with the system where the member for Windsor-Walkerville holds forth when he is not here)



have developed an approach whereby they experiment a little bit, I guess it is fair to state. They try a student at what they think is an appropriate grade level. With some series of tests or evaluations, they try to move him or her into his proper niche. I think a lot of them you can only do by experimentation. You will not do it all by paper certification.

**Mr. Martel:** I agree with the Minister on that. You are going to have to experiment. But some kind of guidelines are needed because some of the reports that you receive from some of the European countries do not even give you an indication of the approximate level.

**Hon. Mr. Davis:** Right. Some of them do not have reports at all.

**Mr. Martel:** So there should be some kind of guideline.

**Hon. Mr. Davis:** Are you suggesting an international Council of Ministers of Education?

**Mr. Martel:** No.

**Hon. Mr. Davis:** The other problem you face in some of the major urban centres, and Mr. Reid will be referring to this later on, is the fact that some of them are right here and they cannot speak English period.

**Mr. Martel:** Right.

**Hon. Mr. Davis:** It is very tough to determine grade levels when this is the case.

**Mr. Martel:** There should be some sort of guideline that could be made available.

**Mr. Lawlor:** Is there any? It would strike me that there might be very special problems connected with the inter-relationship between your department and that in Quebec. First of all, because of the emphasis in the past year on the cultural subjects in their curriculum on one side of the fence and then, because of language problems on the other. Is there a special liaison of any kind between yourself and Jean-Guy Cardinal in Quebec as to the transference of students from one university to another and their accommodation within the overall educational system in Canada?

**Hon. Mr. Davis:** No. I think I can say this much, Mr. Chairman, that in my experience, at least, there has been a very good relationship between The Departments of Education in Ontario and Quebec. There has

been a good relationship between the senior personnel and I would like to think between the Ministers, and there have been three of them, I guess. In my experience it has been always a very co-operative one as it relates to the discussions between provinces.

We do have the cultural exchange programme, which has been formalized in the form of an agreement, which I think is constitutional all right, and which does provide in a more formal sense for co-operation between the two provinces in the field of cultural exchange, and of course this is a form of education. When it comes to the transfer of students or personnel, this has never been on a permanent basis. I am not referring now to exchange. This has never been a subject of any substantial discussion, nor has there been any discussion with respect to transfer of teachers because, until very recently, both jurisdictions were short of teachers. Some people said to me, "Mr. Minister, why not go to Quebec and get a lot of teachers who could help you with the oral French programme?" Only the answer is very simple. Quebec does not have a surplus of teachers. We now are at the point where—I do not say we have a surplus—we are meeting our needs, thank heavens, for the first time in a quite a while.

**Mr. Lawlor:** One last question arising over this as far as I am concerned: The Department of the Provincial Secretary operates a programme on manpower training, and so do you have a role to play? The only time it was mentioned during the colloquy among ten Ministers, in which apparently the federal government was directly involved according to your own report, was in the area of federal adult occupational training. First of all, just what is your inter-relationship internally here in Ontario with the Provincial Secretary's department in manpower training? And secondly, what is your present position with the federal government in the same field? You have suffered severe cutbacks in terms of funds. Can you tell us the extent of that and what effect their impact has had upon your own particular programme.

**Hon. Mr. Davis:** Well, Mr. Chairman, when it comes down to specific amounts I will try and break these down for the hon. member and there is a place in the estimates later on where I can. But to deal with the question generally, our relationship internally within the province is with The Department of Labour, not with the Provincial Secretary. It is The Department of Labour who operates

portions of the manpower training programme. The division of responsibility with the federal government is based on, shall we say, specific skill or manpower training. They have provided funds for specific parts of this programme. We in turn, as a province, have carried on with some in-service programmes. As for the division of responsibility financially, I believe the federal government is paying if there is a manpower centre *per se* to be established. They are paying the majority of the capital cost. If it relates to some of the programmes that are operated in conjunction with the school system, Ontario will be paying a goodly portion of these. But within the province the relationship is with The Department of Labour, and of course, our joint relationship is with the federal Department of Manpower.

**Mr. Lawlor:** I was critic to The Department of the Provincial Secretary in the past, and they certainly operate a programme largely in terms of, admittedly, language education.

**Hon. Mr. Davis:** Right. This is not manpower training. They have programmes in agreement with the federal government and it does not relate to our specific agreement for education in the field of language training.

**Mr. Lawlor:** They are not represented on this council of Ministers or in any discussions that took place?

**Hon. Mr. Davis:** No, they are. . . . Yes, it is in the Provincial Secretary under vote 1702.

**Mr. Lawlor:** I see. But the Provincial Secretary was not represented.

**Hon. Mr. Davis:** No, no.

**Mr. Chairman:** Mr. Lewis.

**Mr. Lewis:** Very briefly, Mr. Minister. What relation does the Interprovincial Conference on Education back in 1966 in Montreal have to the council of Ministers?

**Hon. Mr. Davis:** I would say that was sort of the birthday party, if you can have a birthday prior to the birth.

**Mr. Lewis:** Right.

**Hon. Mr. Davis:** This was sort of one of the meetings that gave stimulation to the development of the council.

**Mr. Lewis:** Right. You will recall, Mr. Minister, tied in with the provincial council

in 1966 were the pussycats. You may remember them.

**Hon. Mr. Davis:** Very distinguished group, except for one.

**Mr. Lewis:** The educators who prowled through the alleys of education. What has happened to the pussycats since they were pulled in so firmly with, what you call, the birthday party of the council.

**Hon. Mr. Davis:** Well, I think I was one them. I am here. Dr. Jackson was one. He is still at the Ontario Institute. Who else was there?

**Mr. Lewis:** There was Donald McLaren of Air Canada. There were representatives of Union Carbide and of International Nickel and—

**Hon. Mr. Davis:** No, I do not think so.

**Mr. Lewis:** —and of IBM, Bell Canada—

**Hon. Mr. Davis:** No, I do not think so.

**Mr. Lewis:** I can name a few of them.

**Hon. Mr. Davis:** I think there were only five of us, just five. It was a very small group.

**Mr. Lewis:** Just five? Well you were—

**Hon. Mr. Davis:** I think Dr. Mickler was one of them, if I remember.

**Mr. Lewis:** Yes, as a matter of fact Dr. Mickler—

**Hon. Mr. Davis:** We know who he is.

**Mr. Lewis:** He had both a birthday party and a retirement.

**Mr. Chairman:** Order.

**Mr. Lewis:** I was just curious because some people expressed some considerable concern at the way in which the interprovincial committee on education in Montreal in 1966 which evolved into the council of Ministers was joined by this pussycat group.

**Hon. Mr. Davis:** This is not really factually correct. Mr. Chairman, I do not want to interrupt the hon. member, but as I recall it, the meeting that was developed in Montreal was done by the standing committee of Ministers in conjunction with the CEA and at that time representatives were asked from the business, industrial and commercial communities as well as from the educational community. There were many discussions at



that particular meeting, and I would say that while the Council of Ministers emerged some few months later as a continuing organization that was on a more formal basis than the standing committee of Ministers, the function of the Council of Ministers does not relate to some of the philosophical discussions that went on at the time of the meeting in Montreal. I would say to the hon. member that I do not think one can logically associate those two situations.

**Mr. Lewis:** Well I know that the pussycats drew a great deal of live blood from the support they received from the Ministers. You may recall the papers that were presented from the interprovincial committee, and, Mr. Minister, the basic textual material was the submission of Donald McLaren and some of his associates.

**Hon. Mr. Davis:** Well, there is no question—

**Mr. Lewis:** Right.

**Hon. Mr. Davis:** Mr. Chairman, at that particular conference there was a desire to relate education to some of the needs of the industrial and commercial community. But this does not relate to the function of the Council of Ministers.

**Mr. Lewis:** Well, what about the Cartier project, of which the Minister will know something? Does the Cartier project which immediately followed from the pussycats—I'm sorry to call them that but they became well known as the pussycat group—also have ties with the Council of Ministers, as in the original sequence?

**Hon. Mr. Davis:** No, none whatsoever.

**Mr. Lewis:** None at all?

**Hon. Mr. Davis:** The Council of Ministers, as it is set up, is composed of the Ministers plus the senior officials of the various departments. It does not relate to any, shall we say, debatable or philosophical approach to education.

**Mr. Lewis:** Well, there is hardly anything philosophical about the Cartier project.

**Hon. Mr. Davis:** No, but it is not related to the council either, and anyway—

**Mr. Lewis:** You said that the council funded certain projects. None of the council's money has found its way into that project?

**Hon. Mr. Davis:** No.

**Mr. Chairman:** Mr. Meen.

**Mr. A. K. Meen (York East):** Mr. Chairman. We are here on estimates and perhaps, not being an educator myself, I am inclined to be a little more pragmatic about these estimates. My question really does get right down to the matter of the \$175,000 we are being asked to vote for this budget. I would like to ask the Minister if he can tell us what the total budget is for the council for the year for which this money will be applied, and consequently what percentage of that budget are we carrying, and how is it determined? Furthermore, do we have as a body—does he as our representative, or his successor—have any definite say in the way in which these moneys are to be spent? I have read with some interest, although admittedly I have had to skim it because I only received it this afternoon—information papers and material on this council, which sounds like a very highly commendable project. But we really have nothing before us that would indicate the merit or otherwise of the \$175,000 we are being asked to approve.

**Hon. Mr. Davis:** Mr. Chairman, the constitution of the Council of Ministers obviously is a reasonably flexible document. The Minister—from whatever provincial jurisdiction he may represent—has the option of opting out of the Council. It is a matter of, shall we say, a feeling or desire on the part of the Ministers to maintain its function. There is nothing to prevent us, if I can phrase it this way, from leaving. We do, as an executive committee, recommend to the total council the budget for the year—this will be the second budget. So that we do have, as Ministers, complete control over the expenditures. Ontario's portion is roughly  $\frac{1}{3}$  of the total. It relates to the number of people, on a per capita basis. Our portion here, the \$175,000, is matched on a per capita basis by like contributions from other jurisdictions.

Interjection by an hon. member.

**Hon. Mr. Davis:** Yes, I think it is about \$400,000—

**Mr. T. Reid:** Mr. Chairman, I have a series of questions I would like to follow up on. Could I ask the Minister when these information paper dated November, 1969, were available for distribution?

**Hon. Mr. Davis:** Mr. Chairman, I believe that the final document . . . in that one is



never sure anymore just exactly when one's estimates are going to become available, we updated the document. Believe it or not we were somewhat ready in June. I think I received my copy some time late yesterday.

**Mr. T. Reid:** I would just point out to the Minister, Mr. Chairman, it would have been very helpful to the members of this committee if members of all parties had noted that we could have had, for example, the Minister's statements on the Council of Ministers earlier than one hour before we walked into this room. But that being the way it is we have to do a lot of our homework right on the spot—which is fine—but it does relate to another question I have for the Minister and that is he mentions—

Some hon. members: Stand up—

**Mr. Chairman:** Excuse me, Mr. Reid, it was because of the audio hook-up in the room. There are not enough microphones for everybody.

**Mr. T. Reid:** Can I ask a question to clear—

Interjection by an hon. member.

**Mr. Chairman:** . . . the seating plan and everything else. You see they are at the same level as we are—

**Mr. T. Reid:** If the Chairman notes who is speaking, surely that is enough. I find it most inconvenient to pop up and down when I am questioning the Minister. I am sure he agrees with me. . . . they cannot see the microphone—

**Mr. Chairman:** . . . they cannot see which microphone and who is speaking—

**Hon. Mr. Davis:** Maybe we could, Mr. Chairman, revert to the classroom practice of raising our hands.

**Mr. Chairman:** All right.

**Mr. T. Reid:** . . . in front of me, Mr. Chairman, and it is awfully difficult to stand up—

Interjections by hon. members.

**Mr. Chairman:** We are trying to work our way through this—

**Mr. T. Reid:** Mr. Chairman, I was not saying that all people had to sit—

**An hon. member:** Learn to speed read and send the bill to the Minister.

Interjections by hon. members.

**Mr. T. Reid:** Mr. Chairman, the Minister mentioned that the report of the Council had been available—at least, there had been a report. He implied that it had been available. I would like to ask him when that report was available.

**Mr. Chairman:** Excuse me. Apparently the *Hansard* people, the technical people . . . I know they are working under great difficulties. Apparently it is just not working.

**Mr. T. Reid:** Well I will stand and stare, Mr. Chairman.

**Mr. Chairman:** —so we hope that these technical difficulties will be overcome.

**An hon. member:** May I ask the *Hansard* people if they have the same trouble with Mr. Davis?

**Mr. Chairman:** No. It is a technical—

**An hon. member:** No one insists that he has to stand. Why does the Opposition have to stand up to ask questions?

Interjections by hon. members.

**Mr. T. Reid:** To go back, Mr. Chairman. I would like to ask the Minister when the report of the council was available, so that I can find out why we might not have received it before we began asking the Minister how he is spending or intends to spend \$175,000 of the taxpayers' money.

**Hon. Mr. Davis:** Mr. Chairman, I am just going by memory, but I think—as I say it is a very brief report—the first was made available by the new chairman of the council around September 22 or 23 in Halifax. There was some mention of it in the communications media. If I had known the hon. member was anxious to have a copy I would have been delighted to get him one. I will try tomorrow to get him one.

**Mr. T. Reid:** Mr. Chairman, I would like to note just that the question is not whether or not I or any other member of the Opposition should not get these reports at the goodwill of the Minister. I am simply stating that if this government is serious about its estimates, and about having proper criticism of its estimates, it has a responsibility to make available to the members of the Opposition such reports. I continue to inquire—

**Hon. Mr. Davis:** Mr. Chairman, I have no objections at all to making as much information available as we can. The Council of Ministers itself is not run by The Department

of Education in Ontario. The hon. member, I know, has been at many educational institutions and obtained a lot of information in this province. The office of the Council of Ministers itself would have been delighted to provide this material. I will get it for him. There is no problem there at all.

**Mr. T. Reid:** I hope the Minister will provide reports of what he is doing sooner than just an hour or so before these estimates come up.

**Mr. Lewis:** It takes a long time to absorb a weighty document like this—

**Mr. T. Reid:** The Minister has mentioned here a number of sub-committees working in various areas. For example, the area of educational television, manpower, curriculum, etc. I would like to know a number of things about these sub-committees, particularly their composition. He says in his report on page 81 that most of the councils—I quote:

Most of the council's activities have been carried out through committees composed of experienced personnel from the ten Ministries of education.

I would like to know whether those committees have representation from the teacher groups across Canada? Whether they have representation perhaps from some of the student groups, and whether or not these sub-committees might not prepare much more useful reports if they had broader representation than just from the Ministries of education.

I think members of the Minister's staff and members of staff of the other Ministers of education in Canada certainly are working very hard and coping with a number of very serious issues. But I suspect that their main preoccupation is with issues within their own jurisdictions, perhaps, and I would like to suggest to the Minister that they may have a certain view of education which is not held by teachers and so forth. So, the one question I would like to put to the Minister is:

What is the composition of these committees? Is there any input from people across Canada other than educational administrators or bureaucrats who have interests in education? Then I will go on to some other aspects.

**Hon. Mr. Davis:** Mr. Chairman, I would like to try to clarify this for the hon. member. The Council of Ministers is, shall we say, small 'p' political to the extent that it is made up of departments of education—that is, Ministers and their senior officials. The sub-committees operating thereunder obviously relate

to the responsibilities of the individual departments that can be looked upon in a co-operative way on a national basis. The trustees, the teachers and other organizations do their research and their discussions through the CEA. There is nothing in any way to preclude the sub-committees from dealing with or discussing with representatives of the profession or with students or with anyone else and then coming up with material to be considered by the council. There is nothing to prevent this. But the sub-committee structure is based upon those people who have responsibility within their provincial jurisdictions. This is a consensus—I think in fairness—really felt by all the departments of education.

**Mr. T. Reid:** Mr. Chairman, I think it might be most helpful if the sub-committees, which are working on a national basis, had direct input from perhaps the CEA itself. The Minister might think about that further. Could the Minister give us some ideas on the timetable of the reports of these sub-committees? When is it likely that we will, in fact, have the report from the council or from its sub-committee to the council on educational television in Canada? The Minister knows that educational television is very much of a national, if not an international issue.

**Hon. Mr. Davis:** Yes. The Council of Ministers—and perhaps the hon. member did not notice this—at their meeting in September, the council did agree upon two or three points. These points arose from the discussions of the sub-committee and material or thoughts they presented to the full council. The three points, as I recall them, related to the definition of education as set out in Bill 186, which I understand this afternoon was withdrawn by the Secretary of State. I'm not sure of this, one had better check that to be sure. The second related to the financing of educational television, and the third point related to the desire on the part of the Council of Ministers to have the CBC continue any of its existing services. In case the hon. member is not aware, the CBC does provide a service, particularly in the Maritime provinces, and we did not want to prejudice or preclude this continuing for the Maritime provinces, where money for ETV is very tough to come by. So the committee that was sitting on this matter—and it's a continuing committee and will be continuing to evaluate many of these things—did come in with these three specific recommendations. These recommendations were presented to the Secretary of State roughly some three weeks ago at a meeting in Ottawa.



**Mr. T. Reid:** So the work was done by the sub-committee to the council, and then the recommendations—

**Hon. Mr. Davis:** —and the council then sorted out the various things that it wanted to be moved ahead. These were the three main items which the Minister of Education from New Brunswick, along with two or three of the executive committee including the Minister from this province, presented to the Secretary of State. This is the way it functioned.

**Mr. T. Reid:** Would there be ten sub-committees of the council, roughly?

**Hon. Mr. Davis:** I believe there are four or five, Mr. Chairman, at this point.

**Mr. T. Reid:** Right. Is there a schedule or timetable for the completion of their reports?

**Hon. Mr. Davis:** Oh sure. They look into them are on-going situations. I don't think one will ever complete educational television—certainly not this year or next year. So it will be an on-going situation. I would think that the discussions with respect to curriculum will go on for some substantial time—hopefully they will be an on-going situation.

**Mr. T. Reid:** The purpose of the committees is not to look into specific issues?

**Hon. Mr. Davis:** Oh sure. They look into specific issues, but it doesn't preclude them from being an on-going committee. Now there was the MIS committee—the Ministers' Information Service committee, as I recall it—which was set up specifically to look into the question of information services as it related to the various departments of education. It made two or three reports to the council. These reports in turn were discussed with the DBS people. Some conclusion was reached whereby the material and the work being done by DBS would appear to satisfy the recommendations of the MIS committee, so at this moment that committee has been able to disband, as long as this is functioning, until we see some need to reconstitute it. This is I think the normal way.

**Mr. T. Reid:** These are *ad hoc* committees.

**Hon. Mr. Davis:** Right.

**Mr. T. Reid:** Mr. Chairman, last year the Minister said in the House, I quote from page 3950 in *Hansard*, that

—the council was formed to give some leadership and direction to educational

problems as they relate to national situations, but also of course to co-operate, to exchange information and ideas, and work together more closely than has been the case in the past.

This, I want to point out, is a very worthwhile objective. The point that we are trying to make on this side is to get some idea of whether or not this statement of purpose has actually been coming about in any significant way.

**Hon. Mr. Davis:** I think, Mr. Chairman, I can only say as I said earlier, that from my standpoint, I am very encouraged. I think to get a completely representative point of view the hon. member would have to ask the other nine Ministers of Education to get their reaction. I think it is—

**Mr. T. Reid:** The Minister here is an outstanding Minister of Education as everyone knows. I am pleased that he is here. The Minister states that the purpose is to offer leadership—the exact words are “leadership and direction to educational problems”. Mr. Chairman, when I read through his information papers—I find him at the beginning spelling out his view as the Minister responsible to the Cabinet for education some idea of the priorities he sees in education in Ontario.

When I compare those priorities with what the Council of Ministers of Education is doing according to the Minister's report, I find that there is very little dove-tailing of priorities. Even outside of that, I find the Minister has different priorities than those that I would judge to be the most important ones. Let me take, from the Minister's own information papers, page 10, when he talks about education in Ontario. It is a very simple statement. He gives as his first aim—“... the department is responsible for ensuring that all citizens have suitable educational opportunities” and later in his report he talks about innovation—about the need for broadening the areas of special education, including the area for the so-called culturally deprived children in Ontario.

Then we find, when we look at the work of the Council of Ministers, as the Minister has outlined in his report—I see no attempt to come at the issue of national poverty and the use of education as social intervention in that area. I would have thought, knowing the Minister's concern in these areas, that the council would have been concerned with national programmes in education to break into the cycle of poverty. I just point that out as one thing.



**Hon. Mr. Davis:** Could I just interject here, and indicate that a national programme related to poverty or what have you—and I am sure the hon. member senses this—obviously would have to relate to some activity on the part of the federal jurisdiction? The Council of Ministers is set up to specifically operate within constitutional limitations. Once again I do not want to be put in the position of speaking for other jurisdictions. The things that I say we are endeavouring to deal with here may not be exactly the same as the council is dealing with. That does not mean that either one of them is not valid. I do not think they have to relate. I am sure the other provincial jurisdictions are interested in some of these issues. But it relates once again to economic resources. I am sure there are two or three provinces who, like ourselves, would like to do far more in the field of special education, but there are limitations. If the hon. member wishes to suggest that this is an area where the federal government might be involved, that is for him to say. But you have to understand the limitations within the council itself.

**Mr. T. Reid:** I am trying to understand those limitations, and I am trying to find out whether that council, as it is presently composed, is any more than a paper organization. That is the purpose. Unless I see the Minister having some say in terms of what he thinks the priorities of that council should be, then I suspect that this council is a sort of papered-up little thing that really is not doing much. Let me press it this way, because I think it is important: the constitutional issue is debatable—whether or not the federal government should get involved in what I call manpower training at the beginning on a national scale—the education of the culturally deprived child at the age of three and four. They have rejected that—

**Hon. Mr. Davis:** They rejected support. They rejected support to the post-secondary institutions. This was done by the present administration, not the former.

**Mr. T. Reid:** Let me keep on this one issue. The interpretation in the entente in October, 1966, to which the Minister was a party, and this government was a party, agreed that the provinces are responsible for education of children, youth and so forth. If that is not the case you can say so but—

**Hon. Mr. Davis:** Well, it is okay.

**Mr. T. Reid:** The point I am making here is simply that education for children

is a provincial government responsibility. If the Minister acknowledges that to some extent in his report—we will get into this in detail later in Ontario under estimate—then why is it not at least mentioned in the activities and priorities in the accounts of the Ministers, which according to the Minister himself, was formed to give some “leadership and direction to educational problems as it relates to national situations.” That is just one issue, I will go on to other national issues. I wondered why the Minister has not—and we have to accept his report because he presented it to us—mentioned in his report of the concern of the council with the whole question of health education in our schools nationally. The whole issue of the education: of drugs in our schools, VD, smoking, and so on.

If this is a national problem, in education, why does the Minister not say here that the council considered it. I suggest he does not because it is a paper, non-functioning organization. We get into student aid. We find on page 83 that there is a post-secondary school study that:

—this study will provide recommendations for plans by which equality of educational opportunity can best be achieved with the limited funds that are available from federal sources.

It is a post-secondary education committee. As the Minister knows, there has been a report from the University of Toronto, the conclusion of which is simply that financial aid at the post-secondary school level is just a little touch on the whole issue of who gets to university.

**Hon. Mr. Davis:** This is a report prepared by a group of people at the University of Toronto which, like all reports, has some validity. But I should point out to the hon. member that this committee has made representations to the federal government suggesting a change in the student aid programme, suggesting the consideration of an educational opportunity bank upon which there was some consensus from the other provincial jurisdictions and of course, we have had no affirmative response.

**Mr. T. Reid:** But I would expect that in addition to that the council has looked into the whole issue of financial aid to high school students.

**Hon. Mr. Davis:** Well, with great respect, Mr. Chairman, the hon. member can himself

say, if he still wishes, and I would be delighted if he would check with some of the other Ministers, that he has not established a priority for discussing the things he thinks we should discuss as a council. I point out—

**Mr. T. Reid:** I suggest that you discuss it at the council.

**Hon. Mr. Davis:** I point out, Mr. Chairman, that I have been involved with these other Ministers and departments now for some seven years and I say here categorically that we have made very significant progress as a group of people trying to develop an approach to education in this country that will be helpful to all the provincial jurisdictions. We do not consider that we have reached perfection, nor do I expect we shall, but I think we have done a great deal within the limitations, not only the constitution, but the feelings of various traditional provincial jurisdictions. To say that the council is a paper organization, Mr. Chairman, is not being completely objective.

**Mr. T. Reid:** I will just continue for a moment. Excuse me. I think the point should be made that there is a fundamental difference of opinion here.

**Hon. Mr. Davis:** There is no difference of opinion. I think it is just a question of what the council can realistically come to grips with in their attempt to do what we are setting out to do.

**Mr. T. Reid:** I suggest the Minister can do more and we expect more of him. Why is there not any concern here of the de-Canadianization of a university. At least it is an issue. It is a national issue. Surely the Council of Ministers should at least be concerned.

**Hon. Mr. Davis:** Mr. Chairman. I do not want to interrupt, but I can show statements from his own leader where this would contradict not only what he has said—

**Mr. T. Reid:** I said "the question"—the examination of the question. Is that not a national issue? Or do you just assume it is not an issue because you disagree from the possible conclusion.

**Hon. Mr. Davis:** It is not a question of disagreeing. I would say this, Mr. Chairman, on the question of the de-Canadianization of our post-secondary institutions. It is surely something that has to be looked upon within provincial jurisdictions by those institutions which themselves are involved.

**Mr. T. Reid:** The Council of Ministers should look into it.

**Hon. Mr. Davis:** I am not saying we should not. But I do not say, Mr. Chairman, that one can anticipate that the Council of Ministers itself is going to solve this problem, if it is in fact a problem.

**Mr. T. Reid:** We should look into it.

**Hon. Mr. Davis:** Mr. Chairman, every provincial jurisdiction is in itself concerned and it varies from one jurisdiction to another.

**Mr. T. Reid:** I thought one purpose of this council according to the Minister was "to co-operate to exchange information."

**Hon. Mr. Davis:** Right. And we do this with great regularity.

**Mr. T. Reid:** I do not see your concern with issues that other people consider quite important.

**Hon. Mr. Davis:** Quite concerned.

**Mr. T. Reid:** Well where is it in your report.

**Hon. Mr. Davis:** In what report?

**Mr. T. Reid:** In the report that you have handed us only two hours ago.

**Hon. Mr. Davis:** Mr. Chairman, I prepared this report to be as helpful as I could to the members. If they want another several volumes, I would be delighted to do it the next time around.

**Mr. T. Reid:** I would like to have it, yes.

**Hon. Mr. Davis:** Well, a year from now or whenever it is.

**Mr. T. Reid:** Is there federal representation on the council? The Minister noted last year that—this was last year's quote—"at this stage there is no need for a further representative from the federal government on the Council of Ministers." Is the Minister still of the opinion that the council would not benefit from having such a federal representative?

**Hon. Mr. Davis:** Mr. Chairman, I feel that I can very fairly state once again for the other Ministers in this instance, that they do not feel there is a need for a federal representative on the council.

**Mr. T. Reid:** Okay. So your policy continues.

**Hon. Mr. Davis:** That is right.



**Mr. T. Reid:** The final question I have, Mr. Chairman, involves the Minister's statement in his report about the council on page 83, subsection B, on the concern of the Ministry of Education in national activities co-ordination. Section B says the naming of delegates to attend international conferences on education is a function. The Minister noted last year in the House that "no participating provinces are bound by the decision of the Council of Ministers." It gets back to the question of what happens if the council names delegates to attend some international conference and the Quebec government says, "We want to do it our way." Do you leave the Quebec government nominee off your list that you send to Ottawa? Do they send theirs up separately? And if so, what is the Minister's own position on this type of issue?

**Hon. Mr. Davis:** Mr. Chairman, I am not going to comment on the activities of another provincial jurisdiction. When we are asked as a Council of Ministers—as we have been and the practice is working quite well—by, shall we say, the federal Department of External Affairs, to recommend one, two or three individuals to represent Canada at some international conference, we send these names into the federal department. I think it is fair to state that since this practice has been established, we have had no difficulty whatsoever.

**Mr. T. Reid:** And that usually includes the names of someone from the province of Quebec?

**Hon. Mr. Davis:** Sure, if the province of Quebec feels that they want to involve themselves in this. There are ten provincial jurisdictions. There are a number of conferences, of course, but perhaps the average delegation would be two or three individuals. So we have tried to give every province some degree of representation. Quebec has not refused.

**Mr. Chairman:** Mr. Lewis.

**Mr. Lewis:** I just want to speak for a moment further on this filibuster of item number one, vote number one. I have been doing some calculation on this and you would be interested to know—I did it by ratio in terms of money—if we were to spend as much time on each item, it would take us 6,130 hours.

**Hon. Mr. Davis:** I have not got that much time here.

**Mr. Lewis:** Well we could accomplish it all within ten days, and I did it rather carefully using the new math. I want to come

back to a point I tried unsuccessfully and perhaps inappropriately to make earlier. I think I am right in expressing at this point in time a very particular concern on our part. Now you will notice on page 80 in your *tour de force*, the information papers—

**Hon. Mr. Davis:** I was told it was not complete enough.

**Mr. Lewis:** Oh! Well, I—

**Hon. Mr. Davis:** You do not accept that?

**Mr. Lewis:** No. I could have done with the obituaries. You say in section four, it was agreed to co-operate with the Ontario Institute for Studies in Education in the continuance of the Canadian studies project and other programmes for the improvement of Canadian content in school curriculum. I do want to suggest that Dr. Jackson used to play a major role in the Cartier project which was a direct outgrowth of the original meshing of the Council of Ministers and this earlier group, and which, frankly, Mr. Chairman, webbed together the idea of education and industry, education and productivity, firmly and almost insolubly. Now I put it to you, Mr. Chairman, that when efforts were made to find out about the Cartier project in Canada, Dr. Jackson, who is involved directly with the Council of Ministers in the effort to develop a Canadian content, was the person who was approached about the Cartier programme. And he said, "Cartier was set up as an explicit attempt to get industrial people and educators together on problems of mutual concern. Five meetings have been held thus far"—this is just a few months ago—"and there is as yet no official financing for the project."

I want to agree with what the Minister said earlier, but the tie persists in the minds of a great many educators that one of the things which the Council of Ministers will continue to be concerned about, is this sort of productivity emphasis. The view of education is largely a handmaiden of the industrial process, and the refining of the educational system to serve that end. And although I doubt whether that would be Dr. Jackson's sole definition of Canadian content—although the Canadian studies project will be discussed here, I am sure, at some length—that certainly becomes a part of it.

**Mr. Chairman,** I just want to make this point. The Cartier project is modelled on something in the United States called the Aristotle project. The Aristotle project, Mr. Chairman, if I can just make reference to it,



is a project which is financed by The Department of Defence in the United States. Its purpose was essentially to encourage communication within the government, education and industrial community, and to contribute to the advancement of quality and efficiency in the nation's education and training. The precise title of Aristotle is: "The Annual Review and Information Symposium on the Technology of Training, Learning and Education". When Dr. Jackson was asked about Cartier, he said, "Aristotle did indeed provide the model for Cartier."

Now, what we have working quietly behind the scenes, under whose aegis I am not entirely sure, but very much across this country, is a project designed to pull together industry and education as tightly as possible, and to develop the educational system in a largely technological way.

There is obviously some money coming for it from some source—the Cartier project remains a bit of a mystery—that I really think this is the appropriate place to raise it. The overall objective of Cartier is, in their own words:

To stimulate communication among the education, business, government sectors of the community for the improvement of Canadian education and training in order to meet the needs of a dynamic, productive society.

Those of us who read the papers which were first presented by the so-called pussycat group—exempting the Minister and some of his closest colleagues—to the original ministerial conference, note that it gave a vastly distorted view of education. In fact, it violated everything that the Minister says on page 2 of his information papers when he says he does not believe education should be primarily the handmaiden of the industrial process. But the fact of the matter is that these groups persist. There was a recent meeting in Washington and certain people now connected with the Cartier project went down to see what was produced. They are very largely tied in with the corporate process. I am worried about this tendency in the background—it never raises its head, it is very difficult to get information about it—but it is always there lurking to pull the whole educational system into the industrial complex and to see it not as a community of learning, not as the liberating of creativity for kids, but as a singular productive emphasis. I raise it here, Mr. Chairman, because its genesis in 1966 at the interprovincial ministerial conference from which the

Council of Ministers came and with which this Minister was directly involved. If I sound a little vague on exactly what the Cartier project is doing, it is because it is surrounded in some vaguery. A reporter from the *Ottawa Citizen* phoned the Montreal office . . . let me quote from the *Ottawa Citizen*:

One of the leading figures in project Cartier was phoned in Montreal for information. He replied that he would set up an interview when he came to Ottawa, but never did. He was contacted again in Ottawa three weeks later. After nine telephone calls and numerous messages, he left the reporter waiting on an extension for  $\frac{3}{4}$  of an hour, and once again disappeared. When he was eventually reached for a couple of minutes and asked if project Cartier still existed, he replied with silence.

This type of evasion is common pussycat practice.

The same industrial group that was involved in the process in 1966 continues to move in its wondrous ways behind the scenes in 1967, 1968 and 1969. And because they were so closely linked with the Ministers earlier, I want to put in very strongly, Mr. Chairman, a *caveat*. I profoundly hope that the Council of Ministers in Canada is not serving as a sort of mask for the behind-the-scenes activities of those who would tie the educational process so strongly to industry as, alas, tended to be the case when the first conference was held in 1966.

I have taken too long as it is on this subject, but I am thinking back to the whole development of it, and what is now afoot. It bodes ill. It is not useful for the evolution of education in this country, and it should not have been thus involved. I question very much the Ontario Institute of Studies in Education being involved in the Cartier project when it is also a part of the Council of Ministers.

**Hon. Mr. Davis:** Mr. Chairman, may I say this? First the Ontario Institute is not a part of the Council of Ministers. Second, my memory of the 1966 meeting is fairly good, I hope, and the discussions there really came down on both sides. I think the hon. member himself will recall there were some papers presented along the lines to a degree of what he is suggesting. There were also some papers presented—I will remind him of one and, perhaps show him one—that I was somewhat involved in, pointing out the very real need to make sure that education remained, or

perhaps improved, as a humanizing process, that we were not to become involved in producing people for business and industry. I have made this speech on a number of occasions, and I think that I can categorically state that at any meeting I have attended of the Council of Ministers—and I do not recall missing any—there has never been the slightest discussion, suggestion, consideration, of anything concerning the involvement of education as it relates to business and industry. It just has never been mentioned.

I could also say that item 4 in the report here refers to the study undertaken—it has nothing to do with business and industry—relating basically to Canadian history or Canadian civics or whatever term you may wish to use, and how it is taught. This is what item 4 in the material I presented refers to. This is the report that you all received related to Canadian studies. In my view I think it is a very important document. I think it is something we should all be concerned about. It states here, and it is as simple as this:

The Council of Ministers met with Mr. Hodgetts, with those who performed this study—and we have agreed as a council, and we are encouraging our staff members to work with them in the continuation of their studies related to Canadian content or Canadian history or Canadian studies.

It does not relate to business or industry whatsoever, Mr. Lewis. There is just no relationship that I know of.

I should also point out this—that while you mention the Cartier project—and I have to confess that while I like to think I know most of what is going on, I do not always—my knowledge of the Cartier project is very limited indeed. The only thought I would leave with you is that, Mr. Chairman, I addressed a group at the invitation of the OEA—the former president being a very distinguished colleague of ours—to speak to the business and commercial leaders in this area, related to their interest in the functions of the OEA and education. I think, Mr. Chairman, it was not only a very good meeting—a questionable address but a good meeting. I think there is a place for some dialogue between the educational and the business and industrial community. I think it makes some sense. I think for the hon. member to suggest that there has been any sort of Machiavellian scheme going on behind the scenes—I do not know of it and I can only tell him this: I do not know of it.

**Mr. Lewis:** I do not know, but I just remind you very, very quickly, that the birthday party which you described before was attended by this pussycat group. From it flowed papers which said that what is good for business is good for education.

**Hon. Mr. Davis:** But there were other papers. There were a lot of other papers.

**Mr. Lewis:** That was the predominant influence at that conference and from that conference there suddenly sprang the Council of Ministers. In September, 1967, was it?

**Hon. Mr. Davis:** The hon. member flatters us. I do not think it sprang that suddenly. I think really the main thrust at the conference—and I was there—was whether or not—and we had representatives there from West Germany where they have the same sort of structure as here—where they have something related to a council. One of the West Germans was one of the keynote speakers. It did not relate to business or industry at all.

**Mr. Lewis:** Right. But the fact of the matter is—sorry I do not want to overdo it. The fact is as you described it: the birthday party preceded the birth of the council which followed shortly after, in the fall of 1967, I think.

**Hon. Mr. Davis:** Yes, the fall of 1967, just shortly before a very important date in the history of this province.

**Mr. Lewis:** Right. Curiously enough—

**Hon. Mr. Davis:** There is nothing curious about it. All right, go ahead.

**Mr. Lewis:** Curiously enough, in December, 1967, a meeting of 30 Canadians attending the project Aristotle symposium in Washington, curiously enough the same people—the same industrial leaders who are involved in the original pussycat experiment—suddenly decided to set up a project in Canada called Project Cartier modelled on Aristotle—and we know what a project designed to enhance The Department of Defence in the United States is to do.

One does not have to be a clairvoyant so I simply wonder myself what is going on behind the scenes, how we are tied in, because I notice Dr. Jackson is directly involved and I know his influence is one of humanizing education rather than technocratizing it. So I am expressing the anxiety, the apprehension that the Council of Ministers, somehow, has proceeded step in step, hand in hand,



with these other developments which I consider to be inimicable to education.

**Hon. Mr. Davis:** I should not say this about my colleagues and fellow Ministers. I think if you were to ask them what Aristotle was they would say what the member for Lakeshore was—a great philosopher—they would not even know about it. I think if you were to ask them about the Cartier project they would know even less than I do about it, which is very little.

**Mr. Lewis:** May I point out—

**Hon. Mr. Davis:** And this applies also to the departmental staff, but they could tell you what the Cartier project was.

**Mr. Lewis:** Until Barry Zwicker wrote his now historic article in the *Globe and Mail* in 1966, nobody would have known about the pussycat group. Indeed, it was the first time the Minister blushed—was almost flustered in the Legislature, when it emerged that this little consortium of politicians and industrialists have met hand in hand to divine the future of education.

**Hon. Mr. Davis:** Mr. Chairman, I have blushed many times but I do not think ever because of that.

**Mr. Lewis:** I have never seen you blush before, particularly politically blush. You say your colleagues would plead ignorance. We all plead ignorance until it suddenly emerges and then we have this new outgrowth. Some of us will try to pursue it further to find what lies at the bottom and I suspect it would make a fascinating story. I am marginally reassured by some of the things you have said.

**Hon. Mr. Davis:** Thank you.

**Mr. Knight:** Mr. Chairman, in my quick perusal of that section of the Minister's information papers here dealing with the Council of Ministers, there is no indication of any discussions having been held, or any discussions intended on the matter of collaboration in information on the educating of our native Canadians.

It is my understanding that it is generally accepted that education is the main instrument—the key—to helping our Indian people help themselves and I am told it costs the people of this province approximately \$10,000 to educate a student over a period of time. I might be out on that but I understand it is somewhere near \$10,000.

**Hon. Mr. Davis:** It all depends how far they go in school.

**Mr. Knight:** Whatever the case is, in 10 years in Thunder Bay as a reporter, supposedly knowing what is going on, I have not met an Indian doctor, an Indian lawyer, even very many Indian school teachers and they just do not seem able to make it in this system.

This province has given no proof, as far as I am concerned, of having been able to educate our native Canadians so that they could occupy these professional fields. Now perhaps down here there is more of it, but up there close to the reserves you see very little of it and it is my impression at this point that with this system The Department of Education in Ontario has had little success so far.

I am just wondering whether the success record of the other provinces might be better. In any event, I think here is an area of co-operation through this Ministers' council that certainly is going to enhance everybody's desire to help the Indian people improve their standard of living and help them have the same opportunities everyone else has.

I am also think that it is about time we saw more native Canaidans or native Indians who are a product of the education system in the province, continuing in this department as teachers. In other words, people who have been educated in our system in Ontario, who are now teaching other students and who are now becoming very much involved in this important field of education, because we are bringing Indian children off the reserve away from home.

They are living in a sort of foster home in the city and going to school, and I think in very many ways they are very much alone. I am not saying you have to segregate the Indians—I know that is a backward idea to segregate them—but I think it would be more helpful if we had more Indian teachers in the system, and I am just wondering if this came up in your discussions or is the Minister planning to bring it up.

**Hon. Mr. Davis:** Mr. Chairman, I can only say from these discussions, in spite of some of the criticism, that I am greatly encouraged that you all think the Council of Ministers can undertake these many areas of interest and solve these many problems. I am very optimistic about it—I do not know that I am quite that optimistic—but may I point out to you that when you look at it on a national basis, the education of the Indian youngsters



has been traditionally and constitutionally a matter where there has been a federal responsibility already in existence.

**Mr. Knight:** Are you blaming the federal government?

**Hon. Mr. Davis:** I do not blame anybody. No, no, no, I do not blame anybody. I am not in a position to say to you that the Council of Ministers is going to move in on some form of national basis. The problem varies from one province to another. I am not passing the buck.

**Mr. Knight:** Well I am just suggesting that you can perhaps learn things. As I understand out in British Columbia they have had considerably more success along these lines, that you will find more Indian people in the professions out there. Perhaps we can learn something from them.

**Hon. Mr. Davis:** As I say, I am not anxious to comment on other programmes in other provinces. I think you would get some debate on that.

**Mr. Lawlor:** Just a brief comment on what my colleague said touching breeds of cats. I take it that I could sum it up simply by saying you are not now or ever have been a pussycat but you are and always have been somewhat like a chameleon.

Interjection by an hon. member.

**Mr. Lawlor:** I am just joking.

**Hon. Mr. Davis:** I should remind them of some of the jokes two or three election campaigns ago that you and I shared. However, go ahead.

**Mr. Lawlor:** There were too many jokes in that campaign. Just one word on this. You know, there is a great danger in what Stephen Lewis was saying in the education system. I suggest to you that the present education system in the western world arose originally under industrial auspices. It was necessary for training people in the expanding industrial community that compulsory education came into being—

**Hon. Mr. Davis:** I do not want to interrupt here because I am interested in the discussion, but, really, did not a lot of it have its origins in the church—I say this to you as one who has an interest in this—rather than in the industrialized community?

**Mr. Lawlor:** Not on the present mass scale.

**Hon. Mr. Davis:** But they set a lot of the patterns.

**Mr. Lawlor:** It was not until the inception of industrialism in England in the 19th century that there was any move on a widespread and compulsory scale. I think with younger people the word compulsory education is a contradiction in terms and facing the fact—as I have sought to do over the years—it seems to me it does finally come down that industrial entrepreneurs needed a certain type of skill with which to operate the plants and factories. They used public devices in the public realm—calling it education though it was not. These forces remain quite deeply rooted. There is an orientation of thought in our midst that does give that—I invite you to look into the university community at the moment; the departments of philosophy are away off there in some lonely corner. They do not get the grants, they do not get the attention. The whole tendency in contemporary education—and I am just simply saying that this is ongoing, pervasive, harmful and I hope the Minister would be in no way quietly taken into this camp. There is some benefit, but it is only peripheral as to the role that education may play *vis-à-vis* industry as such.

**Mr. Chairman:** Mr. Martel.

**Mr. Martel:** I would like to get in something that is meaningful.

**Mr. Chairman:** Main Office, General Administration? Mr. Newman.

**Mr. B. Newman:** Under the General Office category. Mr. Minister, the other day I gave you the problem of a young lady who is being kept out of school back in my own community. Has that problem been resolved now?

**Hon. Mr. Davis:** No. I would say through you, Mr. Chairman, to the member for Windsor-Walkerville . . . As I recall it you gave me the clipping—was it Monday afternoon or Tuesday afternoon? We are in the process of seeing whether or not some solution can be found.

**Mr. B. Newman:** I hope you do not delay, Mr. Minister, because this young lady now has not been in class since the beginning of the school year.

**Hon. Mr. Davis:** We don't delay if we can possibly—

**Mr. B. Newman:** Two months have gone by, and two boards of education will not get together and—

**Hon. Mr. Davis:** I am surprised at this in the enlightened area of Windsor.

**Mr. Chairman:** General Administration.

**Mr. T. Reid:** Just one point on this, Mr. Chairman. I am looking at the Minister's comparisons between the 1968-1969 estimates and the 1969-1970 estimates, which he was good enough to give us just before the meeting today. The interesting point is—and we have to do this in terms of vote 501 to see the relative increases compared to last year—which was the purpose of my question on the order paper—we find that, looking at the classification 501 last year, the total amount was \$1,383,000. The comparable amount for this year is \$1,897,000. That is an increase, in terms of comparable estimates that the Minister has given us, of 40 per cent, and, as many members will remember the Minister's many statements of decentralization and so forth, he was going to cut down his bureaucracy and decentralize it out to the districts. Now we have been through some of these estimates and we find that the Council of Ministers of Education has had an increase. But the one that is really the thorn is Item 3 in last year's estimates, which was maintenance. Maintenance in the main office was \$231,000 last year. This year the comparable amount is \$626,000. That is a fantastic increase. It is close to a three-fold increase at a time when the Minister has promised the people of this province—

**Hon. Mr. Davis:** Mr. Chairman, I do not want to interrupt the opportunity of the hon. member to make a speech. I have an answer before we make a lot of speeches about it. It is really a financial transfer of an item of some \$340,000 that was incorporated in the OISE budget for the testing procedures which have been transferred to the responsibility of the main office for want of another place in The Department of Education. There is a comparable decrease in the OISE budget.

**Mr. T. Reid:** Right. It would be helpful to have this type of information before we start the—

**Hon. Mr. Davis:** Yes. As I say, I am not at all averse to giving you as much information as possible—and perhaps if we can just ask why the increase, and if I can tell you, fine. If you then think it is much too

high or too low, we could make our speeches then.

**Mr. T. Reid:** Fair enough.

**Mr. Chairman:** General Administration. Comments? Financial Administration. Departmental Business Administration.

**Mr. T. Reid:** Mr. Chairman, this is a simple one. Could the Minister explain briefly the difference between the functions of the branch of Business Administration and the branch of Financial Administration? What are their comparable responsibilities?

**Hon. Mr. Davis:** Mr. Chairman, the Financial Administration relates to the total or broader administrative problems. The department of Business Administration gets into the area of grants and what have you—administrative programmes. They are separated for purposes of budget. They are not that unrelated in actual application.

**Mr. T. Reid:** But is the senior financial officer in your department the financial administrator?

**Hon. Mr. Davis:** Pardon?

**Mr. T. Reid:** Is the senior financial officer in your department the person in charge of financial administration?

**Hon. Mr. Davis:** Yes, the assistant deputy minister, Mr. Stephen really is. We have, once again, the three areas, consisting of programme, and then Mr. Johnson's area, and Mr. Stewart Stephen, who is responsible for the business administration area, as assistant deputy minister.

**Mr. T. Reid:** Is the financial administrator then, who is also deputy minister—is his function in this area of financial administration a control function? Does he do evaluation studies?

**Hon. Mr. Davis:** No, it is not a control function. It is budget planning, not control.

**Mr. Chairman:** Any further comments on this section? Data processing.

**Mr. T. Reid:** Well I would just like to ask, Mr. Chairman, if data processing is the area in which to bring up the issue of student records.

**Hon. Mr. Davis:** Mr. Chairman, I think the hon. member wants to get into student records as they are maintained by the boards, not just information we obtain through the data



processing systems. Perhaps we might best do that through legislative grants.

**Mr. T. Reid:** That is the way we can do it. We won't go through the discussion we had last year in the House at some length. I think we did it under the Treasurer's estimates. At least I do not want to go into it that deeply. I think it is very important, but I think there are other issues we should get into—the questions I raised last year during the Treasurer's estimates—there is the whole issue of the centralization within the government service, of data processing, sharing of time, the way in which the costing of that time on the computers is worked out. Perhaps it would be best if the Minister could simply give us a short statement on the purpose of his data processing section because we're into quite a bit of money, particularly on salaries. Perhaps he could say what he sees that section in his office doing and how he evaluates the work of that office. Is there any evaluation of the effectiveness of the data processing branch or section in your office, or does it just sort of go merrily on its way, albeit with the leveling off in estimates for the coming year?

**Hon. Mr. Davis:** Mr. Chairman, nothing goes merrily on its way any more. There are two or three aspects of the data processing service. One relates to the internal operation of the department, the preparation of the Minister's report, all the statistical information, and we condense it into a relatively small report. It is a very major undertaking in itself. That is just one example of the internal operation of the data processing unit. The other, of course, is the material and the service that we provide for the boards, or the information we request from boards relative to certain programmes related to research.

We are exploring at this moment the best way of doing it—whether to move ahead with regional data centres to provide service on a regional basis to the various school boards, or whether there is perhaps some other way of doing it. These are the two aspects of the service. I would only say that from my own personal knowledge of it, Mr. Chairman, there is not much free time on the hardware. The people involved in it think they are more than active as far as time is concerned. How you evaluate doing the Minister's report by former methods without the use of computers, against doing it now with computers, is very simple. Chances are you would not have the Minister's report today within any reasonable time if you were not to avail yourself of this technology. I think it would be almost impossible to do within six months or a year.

**Mr. T. Reid:** Just before leaving this, Mr. Chairman. The salary item there is over \$1 million. Are these people full-time employees of The Department of Education or are they—which would be implied by having the estimates in the Minister's own estimates—

**Hon. Mr. Davis:** They are employees of the department. There are 138 positions I believe, and the amount requested this year for salaries is up a wee bit. There is no increase in the number of personnel.

**Mr. T. Reid:** And could the Minister give an idea to the committee on the stability of his staff?

**Hon. Mr. Davis:** Generally, I think the hon. member is perhaps aware of this. There is a fairly high turnover rate in the whole field of data processing. It is not always easy for us, quite frankly, to compete with other agencies or the private sector with respect to the senior personnel in this field.

There is, in fairness, a higher turnover here than there is in some other aspects of departmental operation. It is a very new field, it is a very attractive field, and there are some very attractive offers made from time to time.

**Mr. T. Reid:** The Minister is saying it is higher than the turnover in other areas of government but it might not necessarily be higher in terms of other data processing employment.

**Hon. Mr. Davis:** No, no. I am just saying I think there is a higher turnover in data processing than there is in some other areas.

**Mr. T. Reid:** There are 138 positions, assuming they are all filled. Are there any regulations whereby these 138 people—some have full access to records that you keep. . . . Does the department itself have access to the student records on behalf of some Boards of Education and if so in what way are the student records protected from the eyes of all 138 people.

**Hon. Mr. Davis:** I think—without going into the student record thing in great detail—and I will get a little more information for the hon. member—I believe that the majority, if not all, of the information that we may obtain relative to all students in the province does not get into those areas of student records that the hon. member is concerned about. We do get into, and have accumulated over the years, of course, statistical information related to marks on a general basis.



**Mr. T. Reid:** This is on identifiable individuals?

**Hon. Mr. Davis:** I do not say that the director or someone else might not be able to identify them. I doubt if you and I went in we could identify them.

**Mr. Lawlor:** On a point of order, Mr. Chairman. The Minister straightened me out. On his statement that he has given me in the reconciliation of votes between the two years—take an item like item 2 on travelling expenses—I am sure this will straighten me up. Here you have \$64,000 showing on this particular vote as of last year, yet in the estimates, as before, it says \$89,000 not \$64,000. If I jump down the page and begin to add the other items considered under other votes, as in previous years, I do not come out with \$89,000 either. I come out with something like \$93,000. Can you straighten that out? I was just taking one item just to indicate that I find . . . I know you want to be helpful, but at the same time it is causing confusion.

**Hon. Mr. Davis:** I do not know how to help the hon. member, Mr. Chairman. As I have said, we have endeavoured here, because of the restructuring of the estimates, to try and relate one to the other. I do not know how else we can set it out for you.

**Mr. Lawlor:** It would total \$89,000 in any event if you worked it all out?

**Hon. Mr. Davis:** Yes. But you see that what we have done is to bring together these various items as we have it on this page for you. I do not know how we can do it in any easier fashion.

**Mr. Lawlor:** All right, I will leave it alone for now.

**Mr. Chairman:** Gentlemen, does anyone else wish to speak on this particular subject? Personal services.

**Mr. T. Reid:** Again, I would just like the Minister to give us a brief statement, since he did not have a chance to put his report into the record, on the function of the information services section. What it does and how does he evaluate whether it is useful at all to his department?

**Hon. Mr. Davis:** Mr. Chairman, quite obviously we think it is important. We think it is doing a reasonable job of communication. I think, very frankly, the criticism I hear of it is that perhaps there should be more

communication. We have a limited number of publications which, hopefully, get to the hon. members and this is one of the very basic services and major costs related to this particular branch of the department.

I have to express a personal point of view: It is an area where I wish we could do more. It is so difficult today to acquaint parents and the general public of changes in curriculum. Frankly, I wish we were in a position—we are giving some thought to this—to involve, or at least acquaint, the parents of the children in the system with more of what is happening. Obviously we are not going to be able to do it in this current fiscal year with the extent of the budget. If the hon. member wishes to say it is not as comprehensive as it should be, I would be inclined to agree with him.

**Mr. T. Reid:** Again I am trying to get out the fact that there is money being spent in this area called information and I am trying to ask the Minister for the purposes of this branch. He has described the purposes and given his point of view on it. I was wondering if there is anyone in his department who is evaluating the effects of his mailing lists. Is someone really doing a complete study on whether . . . the federal government has just completed a study on communication with the public.

I am not saying the Minister should undergo this with the whole government. What I am saying is money is being spent—and this is a theme the Minister will hear throughout this committee meeting. The Minister has stated his reasons for that branch existing and I will come back again and again and ask him how is he evaluating the expenses of that branch. You might be able to have better communication if you had an expert look at your mailing lists and look whom you are hitting with this kind of information and so forth.

**Hon. Mr. Davis:** I wonder if I might just throw these thoughts out for the hon. member? For instance part of the responsibility for the information services branch has been with respect to certain exhibits at the Ottawa exhibition where we have always had some departmental participation. How do you evaluate how effective these are? I mean, you count the number of people who go through the exhibits and you get their reaction. I think, Mr. Chairman, it is not easy to evaluate completely some of the things that you do in this area of information service. If you judged by the reaction of some of the students who went through the

Ottawa exhibit, you would be very encouraged. But what percentage of this would be of the total student population in the city of Ottawa and district. Quite frankly I do not know.

**Mr. T. Reid:** Yes, we are into a discussion here. . . . The exhibits and displays estimates last year was \$30,000 out of a total of one third of \$1 million. So I suggest the Minister might be right. It is awfully difficult to evaluate exhibits. Last year—and presumably it is repeated in the maintenance part of this year's estimates—there was almost \$110,000 on publications and newsletters. Any expert in this area of communications with the public could tell you how to evaluate the impact of \$110,000. My question is simply: Has the Minister evaluated the impact of this expenditure? There may be better people to hit in terms of the purpose of this particular grant.

**Hon. Mr. Davis:** I would say this: When it comes to an evaluation, there is a cost and evaluation in a broad way. I think there is no doubt that if we were to broaden our lists, no doubt we would have a greater impact. Take *Dimensions*. It goes basically to people in the profession. I am not sure it would not make some sense to go beyond people in the profession. Of course, one publication of *Dimensions*. . . . We are talking about a circulation of 80,000 just for the teachers themselves. As I say, some of the reaction we get is that they would like more information of this kind from the department. It is not all departmental policy and what have you. There are some very good items. But if we extend the service then we are spending more money. Our publications really are to a degree limited. I think they are excessive from that point of view.

**Mr. Martel:** Last year, Mr. Minister, I questioned you on *Dimensions*. I think we are making a grave error in sending a copy to each teacher. They do not read it. I questioned a whole staff again recently. I am wondering, Mr. Minister, if it would not be advisable to put two or three in each school because they have places for their professional literature in most schools now. We could disperse it in a better manner. There are many people who just do not have time to read the entire *Dimensions* but with the professional library in most schools now available, it would be much wiser to put fewer numbers in each school. Maybe disperse some to other areas.

**Hon. Mr. Davis:** This has been considered. We almost started—I guess we did to a degree—and got complaints immediately.

**Mr. Martel:** The point is I questioned full staffs on who is reading it. They are not.

**Hon. Mr. Davis:** Well—

**Mr. Martel:** They will look at one item and discard it.

**Hon. Mr. Davis:** But that is true of just about every publication all of us read. Maybe some read all of it from front to back, I do not know.

**Mr. Chairman:** Mr. Lawlor wishes to speak on this as well, so I move that we adjourn until 3.30 p.m. tomorrow afternoon.

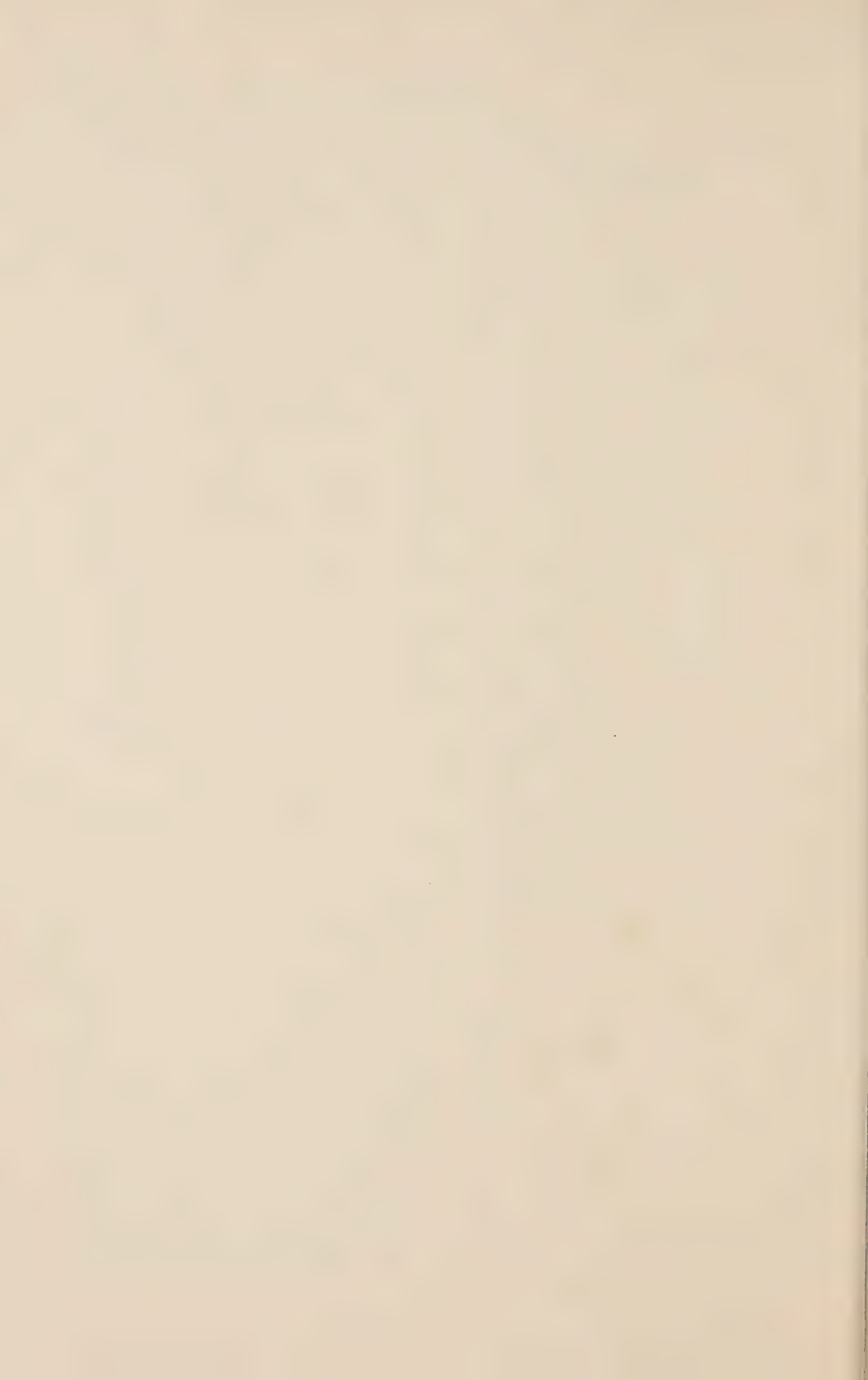
Motion agreed to.

The committee adjourned at 6.00 o'clock, p.m.











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# Legislature of Ontario Debates

## **STANDING COMMITTEE ON SUPPLY**

### **Department of Education**

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

**Thursday, November 6, 1969**

Afternoon Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Thursday, November 6, 1969

Grants .....	S-121
Recess, 6 o'clock .....	S-145

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

THURSDAY, NOVEMBER 6, 1969

### ON THE ESTIMATES— DEPARTMENT OF EDUCATION

(continued)

The committee met at 3.30 p.m. in committee room one.

**Mr. Chairman:** Gentlemen, the meeting will now come to order. I think we should start on time on page 45. We will have the roll call first.

Roll call.

**Mr. T. Reid** (Scarborough East): Mr. John Spence is substituting for Mr. Pat Reid, and Mr. Donald Deacon is substituting for Mr. James Bullbrook.

**Mr. Chairman:** Mr. Vanderberg, do you have the government substitutions?

**Mr. Vanderberg:** Yes.

**Mr. Chairman:** Page 45: Grants—item 8. I think we will deal with the first four special grants to these major institutions and facilities and perhaps we can get into the miscellaneous ones afterwards, as a group unto themselves. Mr. Martel.

**Mr. E. W. Martel** (Sudbury East): Mr. Minister. I see \$185,000 for the Elliot Lake Centre for continuing education. What control does your department have, if any, over such a college once a grant is made? The reason I bring this up is that the firing of one of the head men this summer created real fury in the art world and there seemed to be a great deal of skulduggery in the firing of the man. I want to know if The Department of Education could have acted, at the request of the various people who objected to this firing, to ensure that this man was retained, as I understand it, where he was doing a very outstanding job.

**Hon. W. G. Davis** (Minister of Education and Minister of University Affairs): Well, Mr. Chairman, the situation at the Elliot Lake Centre—I will just try to go from memory here. I believe it was set up by a statute.

There is a board of governors. Once the budget is approved by The Treasury Department, the actual administration of the centre is the responsibility of the board. I do not want to draw a parallel to, say, the university or what have you, but it does have its legal responsibilities and the board is there to look after the overall operation of the institution. We have not, as a department, become involved in, shall we say, the day to day decision-making process that must go on at such an institution.

**Mr. Martel:** Were you approached by anyone to intervene in this firing of the art director?

**Hon. Mr. Davis:** Mr. Chairman. I would have to check my correspondence, but I do not believe so. That does not mean that we were not—but I do not recall it.

**Mr. Chairman:** The hon. member for Peel South.

**Mr. R. D. Kennedy** (Peel South): Mr. Chairman. I would like to ask the Minister something about this OISE grant of \$10 million.

**Mr. Chairman:** Can we do it in order, Mr. Kennedy and go through the first four—

**Mr. Kennedy:** But one at a time.

**Mr. Chairman:** Yes. That would be the easiest way. The Moosonee Educational Centre. The Ontario Institute for Studies and Education.

**Mr. T. Reid:** As Mr. Pitman (Peterborough) noted last year, it would be helpful if the Minister could state his policy once a year on this. He has done so, of course, in his information papers. In the information papers—if I could find the relevant pages—my understanding of the Minister's comments is that the grant to OISE is levelling off. He also says one or two critical things, I believe, about OISE. Therefore I would like to ask the Minister if he could perhaps give us a short opening statement?

Hon. Mr. Davis: I do not think I would say anything critical about OISE.

Mr. T. Reid: I would like you to tell us what you mean by the phrase "areas of marginal usefulness."

Hon. Mr. Davis: I think what I am really saying—and this thought has been conveyed from time to time and, I think, understood by those who are involved in the institution—is very simply that there is a limitation, I think we would all agree, Mr. Chairman, on funds. At this moment when there is this limitation we should endeavour to see that the funds are going in the direction where they could have the most useful application on, shall we say, the short term and perhaps the long term basis. Generally, to sum up once again, as suggested by the hon. member for Scarborough East, the amount here for the institutes—some \$10 million—represents a very minor increase over last year. I think it is fair to state that the actual request from the institute was closer to \$13 million. The increase is related to the desire to have an expanded graduate programme apart from the research and development aspect. But like all other agencies and colleges, and so on, which are setting budgets this year, requests were made to review them very carefully. As a result you will see roughly the same amount in the estimates for this year.

I think it would be of interest to the members to know that out of the \$10 million some odd dollars, about \$4 million, or roughly 40 per cent of this sum, relates to the graduate programme that is handled by the institute. This is the graduate programme that was formerly developed and conducted along with other programmes at the Ontario College of Education. It is being done in affiliation with the University of Toronto and the degrees are granted by that particular institution. I think I can fairly state to the members of the committee, Mr. Chairman, that there is a very real demand for the graduate work. Certainly, for instance, taking the principals course, some of the course requirements there involve some consideration of the institutes. Once again I think it is fair to state that the institute is, in fact, turning down qualified applicants for both the full-time programme and for the winter and summer semesters. They operate the semester system which I am sure is known to some of you. I do not have the exact figures here. Dr. George Flower, who is head of that part of the institute, is with us and could give this to us, if you would like.

It is interesting to note that there are students from a number of other jurisdictions and I think, generally, the graduate work there is recognized outside the province of Ontario as being of a very high quality. The balance of the budget relates to the research and development work being done by the institute itself. It relates to many fields of endeavour. You have had copies of the annual report, which perhaps you have with you on this occasion. This will give you a general outline of what the institute is doing.

One of the very interesting and exciting parts of their programme is that related to the work in the field with their boards—their three projects. The hon. member for Peterborough is very familiar with one and has encouraged me from time to time to continue to encourage the institute to have that particular programme as an on-going situation. I think it is fair to state, Mr. Chairman, that the hon. member for Peterborough and would enthusiastically endorse this.

I think, sir, this is really where there should, perhaps be—I would say this with the institute people here—be an increased thrust in this area. The great problem in all fields of education today, particularly in relation to research in the day-to-day operation, is to bring the areas of research and development to the level of the operating school system. I think the institute, through these developmental programmes—and hopefully there will be more of them—is taking a very real step in this regard. Now I do not want to prolong these discussions, Mr. Chairman. That is generally the outline of the work of the institute.

Today I have with me Dr. Jackson, who is the director of the institute. I think I am not going far afield in saying that Dr. Jackson is, without question, one of the most respected persons in education in Canada. He was the former director of the research part of the Ontario College of Education and, of course, has been director of the institute since its inception—roughly three years ago. With him are Dr. George Flower, Dr. John Andrews, Professor Abbey—

Interjection by an hon. member.

Hon. Mr. Davis: Yes, I would like you to meet them. Actually I was going to make another suggestion, Mr. Chairman, a little later. But perhaps Dr. Jackson—I think most of the members know you—would stand up and say hello. Dr. John Andrews is next to him. Alan Martin. Dr. George Flower, whom



most of you know. Dr. Prueter. Professor Abbey, is it? and Mr. Barry Brooks. These are the people from the institute. I was going to suggest, in fact I did to your predecessor, Mr. Chairman, that because one or two members have spent some time with the institute, that apart from the discussions here today, I think it would be fairly wise for the members of the committee some time fairly soon to visit the institute. They could sit down with the personnel up there and spend some time discussing their programmes with them. But they are here with you on this occasion.

**Mr. Martel:** Mr. Chairman. Just to continue a few lines of thought, I would like the Minister to know that I spent some time at the institute and had a very good conversation with many of the people there.

The Minister does say in his report, and I quote directly: "No-one would deny the need for a . . . programme in basic research in the field of education. At the same time we cannot short change the young people presently in our school system. So research into areas of marginal usefulness can be expanded". There are two things on this, Mr. Chairman. The first is, I question the Minister making—we call it a direct connection—between an area of research and a concept of changing young people in our school system. We can have both research into education and, I hope, a great deal of evaluation research on the Minister's own programmes and have educational programmes that do not short-change our young people.

To simply make the argument the Minister has heard many times—if we gave up a little bit of . . . we could have more research without short-changing young people presently in our school system. Now, with that in mind, I was wondering if the Minister could identify exactly what he means, as Mr. Pitman interjected, what he means by "areas of marginal usefulness."

**Hon. Mr. Davis:** I think perhaps this reflects a personal point of view to a degree, Mr. Chairman. The Department is approached or I am, as Minister, on many occasions by various groups, organizations and sometimes by school boards where they are presented with something of a problem. One of the most popular things for them to do is to say, "Here we have this problem. Let us turn it over to the institute to research for us and give us an answer." I do not say that these requests do not have some validity, all I am saying is that there is a certain economic

limitation. I think really it is up to the institute, to a substantial degree, to determine its areas of research and priority. I am not, for one moment, saying that some of the requests we receive do not have some validity but really they are significant in number and if the institute were to undertake all of these items there just would not be enough time or money or talent to ever accomplish them. I should perhaps have expanded on this in that I—

**Mr. T. Reid:** The way I would interpret that statement, Mr. Chairman, is that the Minister had taken a look at OISE's research programme as one that functions and looked at some of the research that was going on under the auspices of OISE. Of course you may have studied a programme and made some sort of decision. You know 20 per cent of the programmes are marginal and should be cut out.

**Hon. Mr. Davis:** No. I think, Mr. Chairman, I can honestly state that we have not. As a Minister, I have not said to OISE, "These are your priorities," or any such thing. I have conveyed my own personal point of view on many occasions to the directors and others—that I think it is important that much of this research relate to the on-going school system and its problems, because I think this is important.

**Mr. T. Reid:** Does the Minister know that OISE has come under some criticism by other groups in Ontario about the nature of their research? I was wondering if the Minister had accepted some of these criticisms as a reason for, perhaps, not expanding the OISE grant by as much as otherwise would have been the case.

There is one issue I want to press later on, regarding OISE but at this time I would just like to tell the Minister that we in the official Opposition believe that the reason why so many people want to get into the graduate programme at OISE is related to their professional work and also to a very real need in Ontario for graduates with the skills that are provided by post-graduate work at OISE. There is a demand for these types of people. One could almost call them the teachers of teachers, if you want to get involved particularly in some of the special education areas in which the Minister has an interest. In other words, I see OISE, particularly the graduate programme at OISE, as being a way of breaking a number of bottle-necks in the progress of education in Ontario.

I mentioned the field of special education. OISE does have some interesting clinical work

going on in which the graduates take part. One has to look at the Minister's total budget—we are talking about \$10 million—and what I am suggesting here is that OISE, while it is not perfect, should itself be evaluated from outside even though evaluation is going on from within. Nevertheless I suspect that we may have short-changed OISE somewhat in these estimates.

**Mr. Chairman:** Mr. Kennedy.

**Mr. Kennedy:** Mr. Chairman. Many of the questions I had, have been answered in the previous discussion by the Minister, but I want to inquire about the actual projects that go on. Who assigns the actual projects? With the budget, is this grant the only source of revenue for OISE or are there other jurisdictions involved? And if so, to what extent? Who—

**Hon. Mr. Davis:** Yes, Mr. Chairman. The institute operates very much like a faculty or a college of a university. The decisions as to what projects are carried on are determined by the faculty, the director and others at the institute itself. The main source of funds is, of course, the grant here. I do believe, Dr. Jackson, there are some other marginal sources, some from the federal government. Is this correct? But this is the bulk of the financing here.

**Mr. Kennedy:** How is eligibility decided? As I understand it, the eligible people are, for instance, teachers of a local board. When they have something they would like to undertake they submit their requests and it is dealt with—either approved or not, or something in this order. I would like you to comment on that. Does it extend down to student participation at any level in the university or secondary school?

**Hon. Mr. Davis:** Mr. Chairman. I should perhaps really refer to Dr. Flower who is here. The entrance requirements for the graduate work at the institute are similar in general terms to other institutions of higher learning, I imagine, Dr. Flower, you require something that relates to specialties in education. Perhaps you would like to inform Mr. Kennedy very briefly and outline the, shall we say, entrance requirements of the graduate programme.

**Dr. Flower** (Ontario Institute for Studies in Education): Yes sir, I would be happy to.

**Hon. Mr. Davis:** Mr. Chairman, I would like a little direction. You know the people

from the institute. There may be one or two other groups before we finish the estimates. Is it to be the custom that we can call on these people for some observation? It was my thought they might be useful. I did not know whether there had been any decision on this or not.

**Mr. Chairman:** Yes. This is what was intended with this form of committee.

**Dr. Flower:** Students enrolling or wishing to enrol with us meet minimum admission requirements very similar to those for graduate study in any field in any Ontario university. In our particular case the overwhelming majority of our students, of course, are, or have been, practicing teachers. So that a normal requirement, though it is not inevitable in all cases, is that a person be certificated as a teacher and have teaching experience. Our students on the whole are typically an older group of graduate students, as a result, than would normally be the case in other fields of study.

**Mr. Chairman:** Mr. Pitman.

**Mr. W. G. Pitman** (Peterborough): Mr. Chairman, I wonder if it is possible for the Minister to indicate how the division between research and development works out? You have said that there were \$4 million for graduate studies, and that research and development, I assume, takes up the other \$6 million. Could you give me an idea of how that \$6 million is divided?

**Hon. Mr. Davis:** Mr. Chairman, I do not believe that I can, because I do not believe that one can divorce that easily research from development. I would assume development means something of research and *vice-versa*. I do not know how, Mr. Pitman, you would break these figures down. Perhaps if the committee were to accept the suggestion I made, and spend a morning or afternoon with the people of the institute going into this in some detail, up at the institute, I feel it might be helpful to you.

**Mr. Pitman:** I would agree very much with that non-division of research and development, and I hope to talk about that in a few minutes. One of the things I was interested in is whether this \$10 million relates in any way to the building programme. I personally would like to see OISE getting out of that faceless monolith on Bloor Street and into something that could be called a slightly more academically acceptable and appropriate building.



Mr. S. Lewis (Scarborough West): It has the largest sign in North America—does it not—the new building?

Mr. Chairman: Mr. Nixon.

Mr. R. F. Nixon (Leader of the Opposition): I am not sure that there is, in this particular item—now Mr. Brooks is here—in the \$10,048,000—I believe it is all in the next year's budget, Mr. Chairman.

Mr. Pitman: There is nothing in this budget to relate to that building programme. I would like to make just a remark or two about the whole area of research in the Ontario Institute of Studies in Education. All the remarks that have been made so far indicate that more than anything in Ontario we desperately need research—and I would say that even more we need development.

However, I think one might say that in some ways the honeymoon is over—I think that we were trying to draw out the Minister on this business of what is marginal usefulness, because I think we need a little more discussion about the Ontario Institute. I don't think it has received enough attention in the estimates over the last couple of years. I just fear that there is, I think, a rising concern.

I was quite surprised and shocked to read in a last summer's edition of the *Globe and Mail*, OISE was betraying the teachers, a comment from Mr. Jim McNabb.

Well, Mr. McNabb was on the board of governors of the Ontario Institute for Studies in Education. He is also the retiring president of the Ontario Teachers' Federation, and was until very recently the president of the Ontario Secondary School Teachers' Federation, too, and I think the main assault related to the fact that only one per cent of its \$10 million budget was concerned with testing classroom materials, and that OISE was doing nothing to get its new materials into school classrooms.

They went on to point out that we have to say to taxpayers that their money is being misdirected by the institute, because you cannot abandon 93,000 teachers. He was relating particularly to a science project which has been begun at the OISE, but—

Hon. Mr. Davis: Just to interject for a second, Mr. Chairman, this is the point, though, that I was endeavouring to make earlier. Everybody—and I am not a researcher, I am not an academic, but I think you know better than I—knows that there is a great tendency to have their pet project. If this is not being researched, or is not being moved ahead, you

tend to be somewhat disappointed, and as a result the other stuff that is going on is not as important as yours. I am not saying about James that he would do this—he is a constituent of yours and so on—

Mr. Pitman: I was not thinking of that.

Hon. Mr. Davis: No, I am sure you were not.

Mr. Pitman: I would like to ask the Minister, and perhaps through the Minister, those who are from the Ontario Institute, one of the problems that I think many teachers have felt, is that the research going on at the Ontario Institute has been too widely dispersed.

I think at some point there were something like 350 research projects at the same time. The general feeling is that there has to be some kind of concentration of research, that there must be developed some main thrusts, that there has to be some development of priorities, as to what are the really important educational problems in this province, and that the OISE has a responsibility to identify these major problems and perhaps develop a teamwork approach.

I was interested, for example, in the comments of Dr. Joseph Katz—he was not speaking of the Ontario Institute, he was speaking of research in Canada—who said that the tendency has been to select research problems on the basis of current and short-term interests rather than on the basis of long-term and fundamental needs. He points out this can only lead to ephemeral findings, and that far too much of the weakness which characterizes present research derives from the fact that students tend to select problems which may reasonably be completed within one or two academic years.

And I think that has been another feeling on the part of critics, that too much of the research has been essentially related to individuals who are concerned with producing a paper, and what one might call the "low-risk" types of research, in order to secure a degree at the Ontario Institute. In other words, there has been some suggestion that the OISE, perhaps because of its relationship with the University of Toronto—I have even heard it suggested that that might not have been the best way to set it up. I realize the status of having a university degree. I suppose that is something but I think we must relate OISE back to the Act which put it into existence.

Its job is to study matters and problems relating to, or affecting, education, and to



disseminate the results of, and assist in the implementation of the findings of educational studies. And I think the main criticism I've heard is that OISE does not quite get around to putting enough emphasis on the main problems and also the development area, that is relating the research to development, and that it tends to be tied up with the academic world and its obsession with publishing and perishing.

I'd like to hear from yourself, Mr. Minister, or from OISE, to see whether there has been some recognition of this problem and this criticism, and whether the Ontario Institute is really now beginning to centre in on certain areas which they feel are really important, and then moving on from the research area to make sure that something happens in the field and the classes. A great many of these teachers are critical, because they simply feel, well, you know, "We want instant answers in education", and the institute has been going on now for three whole years, and if you have not got all the answers in three years, you know, there are some people who feel you have not got too much chance of getting them in the next 300 years. So I would like some kind of a reaction from the Minister or from the people who are here on that.

**Hon. Mr. Davis:** Mr. Chairman, just to lead off, I think what the member for Peterborough has said has some validity, there is no question. I do not think there is any doubt, as I said earlier, that people, when they have an educational problem, because we have the institute, they sort of look to the institute for instant answers. And, well, I am expressing a personal view—but I think the institute has made very real progress in the relatively short history it has had. They have not been able to, nor will they be able to, satisfy, shall we say, the interests and the needs of all those who feel they would like some project developed or researched. I sense, and I say this in that I am somewhat involved with the total school system, that there is developing a thrust, a recognition, that the research must relate to the school system and its practical implementation. Of course the development programmes that are going on, I think, are a very real recognition of this.

I do not think there is any doubt that the institute and the personnel involved themselves have problems in, shall we say, establishing priorities. I mean, you can tackle just about any field of education today with some degree of validity. However, I do not know enough about it. So, Dr. Jackson,

would you or Dr. Andrews or Ken like to comment, whoever—

**Dr. Jackson** (Ontario Institute for Studies in Education): Perhaps, Mr. Chairman, if I could simply open the discussion by saying that in the institute, we recognized this weakness nearly two years ago, and we have since that time been working toward the development of what you called major thrusts—we call them themes or thematic programmes, in both research and development.

This means that we will be tackling, not the minute small problems, but devoting a large proportion of our resources to the larger programmes, and in many cases these will be defined or identified in consultation with practitioners through our development committees, or rather our advisory committees.

We have a development advisory committee, and some of our staff from only part of that committee. We have teachers who are board members and others on our research advisory committee. I think that more specific answers, and I think it is worthwhile, perhaps, following this up, if the Chairman would agree, should be given by Dr. David Abbey and Dr. Ken Prueter in this area, to satisfy this very real and I think important issue.

**Mr. Chairman:** Dr. Abbey—

**Dr. Jackson:** Very real and I think important issue.

**Hon. Mr. Davis:** Dr. Abbey if you would like to—

**Dr. Abbey** (Ontario Institute for Studies in Education): Thank you sir. The criticism of the diverse nature of the institute's research and development programme is probably justified if one is interested in frequencies and if that is all, one simply counts the number of studies.

We completed a survey as of October 1, and I have just completed, two days ago, the analysis of that programme along the lines that Dr. Jackson has indicated. That is looking at the thematic nature of our programme. I think that it is possible to summarize the over 300 studies now, and I can say we are in fact working in a limited number of areas. In fact I have identified eight. The number of different sub-themes, I think, is variable but if the Chairman wishes I could name these eight categories—

**Mr. Chairman:** It may be beneficial to us all to hear about it.

**Dr. Abbey:** Perhaps I will indicate roughly the percentage of our total programme that currently appears to be related to these. I think Dr. Prueter might appropriately talk about our attempts to get the results of these studies into the field through the extension centres. Roughly 10 per cent on the group that I call society, schools and teachers. The systems and organizations involved in formal education. Roughly 20 per cent on resource allocation and evaluation and of education—these are typically educational planning studies and computer simulations of the education system in the province. Roughly 10 per cent on language learning and thinking. Roughly 10 per cent on curricula development. These are specific courses. Roughly 10 per cent on student development, both as an individual and as a social animal. About 15 per cent on student behaviour—the analysis of student behaviour. That is psychological testing and also the management of student behaviour—the problem child, the deviant. Perhaps a little less than 10 per cent on media and information systems designed to retrieve information about education. And a little over 10 per cent on a category that I call, roughly, OISE programme development. These are the research and evaluation studies of our own teaching programmes and reviews of literature designed to support graduate instruction in education, not only within the institute but also elsewhere.

These are the eight areas. I think they total at the moment 327 studies—that is done roughly by 130 academics. The graduate training programme is probably just as large. That is the Masters and Ph.D. theses. These do tend to be very short-term studies because the student is only there for a short period of time. Almost all of them are related directly to the work of a staff member and therefore almost all of them are directly related to these eight themes. That is the shortest answer I can give to that question.

**Mr. Pitman:** I would like to ask two questions. Are these theme groups developed into teams or are they just working on individual projects with not too much communication with each other? The second thing I would like to know is, to what extent do you involve people in the field? One of the criticisms that I have heard is that suddenly someone from OISE drops into a school, begins questioning students and begins questioning teachers. Then they disappear and we never see them again. Very often we do not even hear what they were studying. I am wondering—perhaps Dr.

Abbey might want to go into that area but I would like to hear your comments on it.

**Dr. Abbey:** The answer to the first question is that we will become more integrated than we are now. There have been major papers written which will be distributed—in fact, I believe this Friday or next week—that really will make an organizational goal of setting up teams within the institute. There are currently many teams under way. I would have to say that the majority of these studies involve individual staff members, but not in isolation because they all are in the same teaching programme. So there may be six curriculum development projects. But they are by curriculum specialists who are in a curriculum department. They do not go on in isolation. They may not involve two men collecting the same piece of data.

The other question with regard to the involvement of the schools—if there are 300-odd research and development studies going on and an equal number of graduate theses, my guess is that close to 90 per cent of those have to involve the school teachers, the principals and the students. You cannot put a study into a school without having the concurrence of that principal. Typically now, you cannot put a study into the area without having the superintendent's concurrence, with review boards in many cases, and increasingly with advisory committees looking at the project.

The question of feed-back is a difficult one. Mr. Len Chellew, who is the head of our school liaison and zone services, is working very hard on this problem. It is difficult to take a piece of research and translate it into layman's terms. We try. We run workshops frequently trying to translate these. In general, I think that procedure is also improving with the introduction of newsletters and reports such as the director's report that comment on the results of the studies. I think Dr. Prueter can probably follow up that as an ex-school man and as someone currently concerned with the dissemination of information.

**Mr. Pitman:** If I might just carry on with research. I am sorry if I am taking up too much time. As you say 10 per cent is involved with curriculum. I have heard it suggested that perhaps more of your emphasis might be in this area, and I am wondering what liaison you have with the curriculum branch of the The Department of Education. This is particularly important, I think, because if one reads the Hall-Dennis report, it



seems to me, some of the most revolutionary suggestions there involve curriculum. I will not go into the mapping out that we find in that particular document. I think it has been suggested that the Hall-Dennis committee might very well have spent more time with OISE discussing the whole implications of what goes on in the curriculum in view of that report. It has also been suggested that the people in the field might be spending more time with OISE finding out how they can really put into effect the Hall-Dennis concepts in curriculum.

**Dr. Abbey:** That is an eight-part question at least. The first part of the question, as I read it, in terms of how much of our resources, or how much activity is going on in curriculum, is in part answered by the fact that I put it specifically into the category curriculum development—those studies aimed at mathematics, science, history, social studies, or Canadian studies. I did not put into that 10 per cent studies that fell elsewhere, for example, to design a curriculum to help teachers with behaviour management problems. That would go into the student behaviour classification. I think the number of studies is probably closer to 25 or 30 per cent. Now in terms of being involved with the curriculum branch, we have people on advisory committees and teams with the curriculum branch. And we have members of the curriculum branch in our various advisory committees that advise our board directly. We met this morning with the development advisory committee and discussed with the Ontario Teachers' Federation representatives, ways in which they can assist us. They raised the question of how they can assist us with identification of problems for curriculum development. How they can assist us with the dissemination of the results. Does that cover all—

**Mr. Pitman:** Yes. I just hope that there is a full degree of co-ordination between what is going on in the curriculum division within The Department of Education, and what is going on at OISE, because if there is not that co-ordination I think you have a massive waste of both human resources and of time. I would like to ask another question, Mr. Chairman, with regard to the developments between research and development. I have heard that there has been some discussion about co-ordinating research and development under one department or division within OISE. That is, I think the suggestion of Dr. Jackson was that research

become an advisory committee and development become an advisory committee. I have had the feeling sometimes that there has been a sort of wall between research and development. This is perhaps one of the reasons why things do not happen as quickly as perhaps you would like to see them happen down at 102 Bloor Street.

**Dr. Abbey:** We had that feeling too, so we did exactly that.

**Mr. Pitman:** You now made them into one?

**Dr. Abbey:** As of July 1—

**Mr. Pitman:** This coming July, or last July?

**Dr. Abbey:** As of last July, last June 30, there was a co-ordinator of research, who was me, and there was a co-ordinator of development, Dr. Prueter. There is now a co-ordinator of research and development studies, me, and there is a co-ordinator of field development, Dr. Prueter. So we took the problem of research and development within the institute, put it under one co-ordinator; took the problem of dissemination in the field, and put that under another co-ordinator.

**Mr. Pitman:** Fine.

**An hon. member:** You are making great progress there.

**Mr. Chairman:** Thank you, Dr. Abbey. Now, Mr. Pitman and Mr. Nixon.

**Mr. Nixon:** It is the first time I have attended the committee meeting since it was organized. I know that you deliberated for some time as to certain procedures. I noticed some of the members stand to speak and others sit, so I do not know just what your ruling is in this, but—

**Mr. Chairman:** Carry on.

**Mr. Nixon:** Some smoke and some do not, right? I particularly wanted to put two or three questions to the Minister and the institute. The first one is—does he call it OISE? It is too bad we did not think about those letters . . . I find it a very attractive acronym but we will call it the Ontario Institute for—

**Hon. Mr. Davis:** I must confess that I probably call it "The Institute," Mr. Chairman, more than anything else. We have the boys from the institute here.

**Mr. Nixon:** I know the Minister will recall—we were both sitting in the House even



before he was Minister of Education, which sounds like a long time ago indeed—when the questions used to be asked about educational research and the Minister's predecessor used to perhaps, dissemble, a bit in his answer and talk about the ongoing research that the number of school boards had undertaken. I have even heard the Minister, up until about four years ago, make these same answers. It seemed incredible that in Ontario we did not have some form of institution where educational research could be publicly supported extensively, and research would take place. Now he has, after three years, a well-established institute—one which I do not think is so much in its formative stage any more. Surely our effort here today is to evaluate what has been accomplished with the \$10 million of yearly support that we are asked to supply. I believe it has been on the average \$10 million. One year it was \$13 million?

**Hon. Mr. Davis:** No. I think, Mr. Chairman, before Mr. Nixon came in, I pointed out that this year was roughly the same as the last year, and the year before that was somewhat less. But the institute, actually, in its submissions to the department and submissions to the Treasury Board, asked for something over and above the \$10 million. I believe it was around \$13 million and because of economic difficulties, like every other person these days, it received something less.

**Mr. Nixon:** Well, have there been four appropriations for the institute, the first one being quite small?

**Hon. Mr. Davis:** Yes. The first one—and I am just going by memory—is only for part of the year probably.

**Mr. Nixon:** I think there have been four appropriations, so I do not think we should consider this something new any more. I think we have to evaluate what has been accomplished, and I have got a couple of things to suggest. The first one, perhaps, is minor. But when we are talking about \$10 million . . . This does not, of course, include the moneys that would be appropriated through The Department of Public Works for the building of the fine new office on Bloor Street, right next to the York Club, which is undoubtedly one of the most valuable locations in North America, if not in the world. However, the decision has been made to establish it there, and for reasons that I think—other than my difficulties to face the cost aspect—can be justified. The Minister, in

all that he has done, has tried to associate this institute with the University of Toronto as much as with his own department.

Still, we must face the fact that we, as members of the Legislature under the Minister's guidance, are asked to appropriate a particular sum of money for the work of the whole institute. There were references made to some funds coming from the federal government. Normally, in other departments, these come through the appropriate Minister and are locked in with the figure that we are asked to appropriate. The Minister has indicated that these are accounted for separately and he did not indicate how many dollars were involved.

**Hon. Mr. Davis:** I should, just in fairness, point out that that would be a minor part of any revenue they had. But that a good portion of this, the graduate programme for instance—in fairness to the federal government, the \$4 million that go strictly to graduate work—is eligible for the calculations of the 50 per cent fiscal transfer. I just thought I would—

**Mr. Nixon:** Well, I know, in all fairness, that the Minister would concede that in other departments these moneys are listed under this grant. Often we are asked to vote funds that have already been approved by another department for this particular purpose. My point is that the institute exists and progresses only at our behest, and only with funds that we make available. It appears to me that we should be contemplating severing some of these direct ties, either to this Legislature or to this Minister and, in fact, making it truly reflect the autonomy that should eventually be a characteristic of this form of research.

I also object a bit to the fact that there has got to be a certain in-going approach to the selection of main themes, and perhaps the direction of research in general, since we have only this single organization. I am certainly not suggesting that we duplicate it. But if, in fact, it were put more positively under the direction of the university board or senate, and if our position was perhaps modified from something other than giving direct Ministerial direction—which must come with the appropriation of all of the funds—this is something that we should bear in mind. Certainly the Minister—with direct responsibility, although he sometimes disavows this, for the curriculum and the establishment of excellence in teaching procedures in this province—must have the background of an institute such as this. Since we are evaluating it, I feel that

surely we should be contemplating cutting some of the apron strings, if I can use that phrase, which bind the institute so tightly to the Minister. Because every time he refers to it as an adjunct to the University of Toronto I know that in a sense he is, not misleading perhaps, but giving an emphasis that does not really exist. If we are going to have this independence, perhaps these funds should be voted as is our support for the Royal Ontario Museum, which is voted as if it were through the University of Toronto.

**Hon. Mr. Davis:** You do not want it to revert that way, do you?

**Mr. Nixon:** No, I certainly do not, but it is a point. We are talking about basic research in the education fields and the granting of degrees. The second thing that has interested me is the fact that a good deal has been said about how successful the institute has been in attracting graduate students. The Minister is certainly aware that most of the promotions in the standard teaching profession—among the practitioners, as they were referred to this afternoon—are based upon having a piece of paper from OCE, at one time, or now the institute, that can be waved in the faces of those who make the appointments. This justifies, for better or for worse, that the person is capable of going on to areas of administration. Also the salary schedules in this province, as I understand them, are based upon the immediate dollar per month value of having a degree that is available, as I understand it, only from this one institution in the province. Is that correct, Mr. Minister?

**Hon. Mr. Davis:** Mr. Chairman, I would think there are some degrees that are available only at the institute. I think that there may be—

**Mr. Nixon:** Masters degrees are also available. But the education degrees come only from one institute, and this is directly under the Minister's control. When I talk about an evaluation, I am thinking to myself that perhaps in the future of this organization, we might move towards establishing it at the university level more effectively than it is at present. Frankly, I am a little suspicious—and perhaps that is not the right word to use, because I do not want to use it in its—what the member from Sudbury would say, its pejorative sense—that the organization is an emanation of the Minister's office and the direct responsibility of the Minister. I believe that by making the profession so dependent upon the work of the institute

that we are in another sense giving it perhaps more control over the direction which the profession takes in this province than we realize at the present time. And that its great success in attracting graduate students and others undertaking research is in large measure directly traceable to the monetary aspects which would accrue from having been successful at the institute.

These are points that I want to bring to the Minister's attention. I would like to know just how much we are asked to vote in another area for the building that is presently going up. I think that it certainly is something that has been needed, and that we have a total commitment under this Minister and this committee to on-going research in education. It is fantastic, and I think very creditable, that so much has been done in the three years since educational research became a policy of this government—after it had been supported for so long by other areas in the community and in the Legislature.

**Hon. Mr. Davis:** Mr. Chairman, just to reply very briefly. Once again I think I can very honestly state that the enthusiasm that the member for Brant at that time exhibited with respect to research was not without some influence when certain decisions were made perhaps 3½ or closer to four years ago. I would just make this general comment as to the degree of, shall we say, control by the Minister. I think I could prove rather conclusively that it doesn't in fact exist. I would like some day to introduce you to the chairman of the board and some of the members of the board of governors, and spend some time with the staff that are here—

**Mr. Nixon:** Well, if I might intrude—this is the only organization of this type that gets its money directly as a vote of this committee and through the Minister's—

**Hon. Mr. Davis:** This is right. There are the others, too—Elliot Lake, Moosonee and so on, but it is the largest single, shall we say, university or college situation that does. From my standpoint, Mr. Chairman, I am not reluctant at all—if people feel there are certain apron strings—to sever these to a degree.

The only point I want to make, and I think it is important and has to be stressed, is that the institute, in whatever form it may be—and whether there is a closer relationship to the university or universities—has a re-



sponsibility to relate a goodly portion of its research to the elementary and secondary school system in the province of Ontario. This, Mr. Nixon, is the balance that one has to maintain. I guess it is part of the rationale, to a degree, of the way this is being done. Now I think that the personnel at the institute—as far as we are concerned as a department, perhaps there is now a further step or series of steps that can be taken—but it is to me absolutely essential that the institute recognizes their responsibility. Which they do, in my view, at the moment, without any question. Now whether this would still maintain if the apron strings, as you call them, were cut, I would want to be sure that this would still be one of the main thrusts of their work.

**Mr. Nixon:** Regarding the application of the work that goes on at the institute with emphasis on elementary and secondary education, would a part of that be in the practicality of the research and the impact that the research should have—in my view—on the course that education takes and the day to day decisions that an administrator at a county level might make in the way curriculum is developed? When the Minister is talking about application to elementary and secondary education, is he also saying that he is expecting it to be practical?

**Hon. Mr. Davis:** What I am saying, Mr. Chairman, is perhaps a combination of all of this. All I am saying is that I do not want to see it head in the direction of starting to research everything that is going on within the university community. Because, with great respect, there is a fair amount of that going on in any event. I think I can fairly state that, can I not?

**Mr. Nixon:** Yes. But I have heard the Minister say many times that, while he has two portfolios, still the relationship of education as an on-going thrust—or whatever the phrase happens to be on that particular occasion—it has always depressed me that once we start compartmentalizing, we return to some of the problems that I thought we had left behind, say, in 1961.

**Hon. Mr. Davis:** Mr. Chairman. I would like to think we have left them all behind, but I am not sure that we have.

Interjection by an hon. member.

**Mr. Nixon:** How much is that building going to cost us?

**Hon. Mr. Davis:** This would come under The Department of Public Works. Would anybody over there know?

An hon. member: No.

**Hon. Mr. Davis:** Perhaps you do not know, Mr. Nixon, the new facility for the institute is one of the very initial experiments. It is a lease-back arrangement whereby the institute itself becomes the owner in, what, 30 years or something of this kind.

**Mr. Lewis:** But the building still has a cost.

**Mr. Nixon:** Do you mean that private company is building it and leasing it to the institute, and you pay the rent and enter a 40-year—

**Hon. Mr. Davis:** Thirty years. It then becomes the property of the institute. It is something that we are—

**Mr. Nixon:** We might ask you about the lease-back arrangements, but we can ask another Minister, admittedly. But it would be interesting to know what the capital value of the lot and building is on Bloor Street next to the York Club.

**Hon. Mr. Davis:** I do not know, Mr. Chairman, whether I can get this. I certainly can get the lease figures as to the amount per square foot, which I think would tell the tale.

**Mr. Nixon:** I would like to know the capital cost of it too, if you do not mind. Do you own the property?

**Hon. Mr. Davis:** No.

**Mr. Nixon:** Are you going to own the property in 40 years time?

**Hon. Mr. Davis:** No I am not. The institute—

**Mr. Nixon:** You, in your capacity—

**Hon. Mr. Davis:** No. I would be delighted if I were, but no—

**Mr. Nixon:** If you can stand it that long, we will appoint you.

**Hon. Mr. Davis:** Thank you very much, but no. It will be owned, as I understand it, by the institute itself.

Interjection by an hon. member.

**Hon. Mr. Davis:** I do not know whether it is Public Works itself or a developer under the terms of the agreement. I do not know.



**Mr. Chairman:** Mr. Apps.

**Mr. S. Apps** (Kingston and the Islands): Mr. Chairman. Perhaps in order to get along, we should send somebody out to get that information. In the meantime there are just a few questions that I would like to ask that I think have not been covered. I realize in listening to the various speakers here that this particular section of the department, if I can call OISE that—which probably it is not. Its chief function is to do research in education to train teachers in the various research aspects and to make them better qualified and to provide better curriculums for the young people in the various schools throughout the province. Now what I listened to with interest, to Dr. Abbey I believe—and I rarely fail to hear anything in this connection—in order to have a well-rounded educational system—there is more to education than just arithmetic and good teachers.

There are social problems involved which have a great bearing on the success of the students, and I was wondering whether there is any research going on in connection with many of the social problems that are developing in the schools in the province. And as you went through, I thought I detected a small percentage of the budget that you were devoting to certain problems. I was just wondering whether I might get the answer as to what they are, and how are they determined. Who determines the problems to be looked into, and what they might be?

**Dr. Abbey:** I think it is fair to say that the problems to be looked into come from two different sources: one from the field, from the school systems, from the departments concerned with the running of education as a formal system; and the other from the academic himself within the institution. Now the questions of social issues—who determines these—I think in large measure the staff member who looks out at the field and picks the most critical problem that he can handle given his particular background. I could list, if you wish, some of the areas that I know are currently under investigation.

**Mr. Apps:** What I want is some indication as to what—

**Dr. Abbey:** Well, the problems of family breakdown and the influence of this on educational aspirations and choices of courses, choices of educational institution is one area. Problems of drug use at the college level is currently going on. Problems of alienation

at both the high school and the university level is going on. It is hard to say where the impetus for that kind of study comes from, except from the social conscience of the investigator himself. If you move into minority groups, there are studies there, with Indians, with black students, looking at the development of prejudice, or looking at the development of ways of combating this. So if you run across the total gamut of current social ills or tensions, I think we could find a fair percentage of these that are receiving treatment in some way. Now it is very difficult to zero in on the whole field of alienation, but there are some studies, for example, going on in that area.

**Mr. Apps:** Thank you, Dr. Abbey. I am pleased to hear that, although from what you indicate, you are doing the whole spectrum to some extent without really paying too much attention to one area. It might be advisable that probably a greater percentage of the time of the institute be directed to some of these very pressing social problems that are beginning to rear their ugly heads in the high schools particularly. The money used on this would be very well spent. Now secondly—

Interjections by hon. members.

**Mr. Apps:** Secondly, I failed to hear a thing about research on the physical condition of the students throughout the school system, and I listened very carefully for that. Does this mean, Mr. Minister, that this area is not worthy of consideration, that we should not spend very much money in this connection?

**Hon. Mr. Davis:** No. I think Mr. Apps, knowing of your specific interest—I can not comment for the institute, whether they have any programmes here. I do not think really it needs a great deal of research, does it? I think it would be generally agreed by most of us at least, that if we could increase the interest of the school system in, shall we say physical activities, that could be translated into their pursuit after they do leave the school system, it would be desirable. We could start with some of us present here.

**Mr. Apps:** Mr. Minister, the very fact that you said "If we could" would indicate to me that probably we should spend a little more time—

**Hon. Mr. Davis:** Yes. All I am saying, Mr. Apps, is that I, with respect, I do not think you have to research it. That is all I am

saying. We know that it would be a good thing.

**Mr. Apps:** And then my question—

**Hon. Mr. Davis:** And no one has enthusiastically endorsed, say, paying grants for the swimming pools in the schools yet.

**Mr. Apps:** Well, this is one of the areas in which I am wondering if something more might be done, whether it should be incorporated within OISE or whether it should be done somewhere else. I think it is one area that we should be looking into a little more than we are at the present time.

**Hon. Mr. Davis:** Well, that is why the scholarship might be one answer, sir.

**An hon. member:** May I just say—

**Hon. Mr. Davis:** But that is university affairs.

**Mr. Apps:** I would like to just point out that this is one area in which we could do a little research to find out the number of young athletes who are leaving our schools and going to school in the United States—

**Hon. Mr. Davis:** Too many.

**Mr. Apps:** —who are getting good education as well as being helped to go school—

**Hon. Mr. Davis:** Yes—

Interjection by an hon. member.

**Mr. T. Reid:** Mr. Chairman, as Dr. Jackson's colleagues know from the very good visit, I and a member of our research staff had with them on Mr. Nixon's suggestion, I have a two-fold pre-occupation in the field of education. One is that all programmes coming out of the Ministry and the department in particular should be constantly evaluated with outside help. I would hope to see the institute over the next few years doing much more evaluation of the Minister's expenditure of the government's funds in this area. I shall return to this time and time again, because how do we know whether we are getting good value for the taxpayers' money unless we have hard-headed evaluation constantly. So I would like to see the institute get involved in that type of work to a much greater extent. Perhaps to do it they will indeed have to become in fact much more separate from the Minister's discretionary control.

**Mr. Nixon:** Otherwise, as an interjection, the part of giving the improvement programme is liable to move in on them.

**Mr. T. Reid:** That is right.

Interjection by an hon. member.

**Mr. T. Reid:** So I was disappointed, Mr. Chairman, to not hear more about evaluation studies being commissioned by The Department of Education on its own work. I would hope that those evaluation studies would become public instead of lying around for so long. The other pre-occupation that Dr. Jackson's colleagues know I have is with the disenfranchised groups in our society. Now we have heard mention of some research projects being done in this area. I think the questions we have to ask—and I would like to direct this directly to institute members—is how is the decision made about what is important? How is the decision made about what areas of research are important? How is the decision made about the areas of development work that are important? How are decisions made about the areas of graduate work?

Now, from what I've heard today and from my good discussions with them I'd say that this type of decision is made on the basis of two pressures on the decision makers. One is the pressure of pressure groups in our society. I include here the teachers. I include here The Department of Education. I include the regional boards of education. I include the organized groups of our society, some of which are pressure groups and some of which are institutional groups. Now they are the ones that come and pound on the institute's doors and say, "We need research in this area. What are you doing about that?" That is one way. That is one pressure. That is one demand on the institute's very scarce resources.

The other demand, in terms of priorities, comes from the internal staff itself. By that staff I mean the members of the faculty, the administration and the students at the institute. They have their own interests. They want to pursue research; they want to pursue development work; they want to pursue graduate work in certain areas. And so the priorities of the institute are basically determined by those who are either involved in the institute's work or by the organized groups or pressure groups in our society.

I come back to this, and I have asked Dr. Jackson and his people this: What do you do about the development of programmes with those people who are not in your programme, who do not have the power to organize but who need basic research done for them? How about the unorganized groups in society? How about the mothers, the parents



and the children in the inter-city school? How can they get more than just four per cent of your attention? I listen carefully and I put it at about four per cent. Maybe it is five or six per cent. But if you really believe as I believe, and a number of us in this society believe, that the shocking thing in our society is the poverty in our society, the material poverty, the poverty of learning in our society by at least 20 per cent of the children born in Ontario. I think that is about the most pressing social problem in our society—the people who are left out, rather than the people who have.

The problems in our society relate in education. The problems in education in our society ought to relate to those who are born without, rather than relating so much to those who are born with a great deal. So I simply am becoming much more involved with the inter-city school question. The Minister knows about the Laneway school, a very special school that takes ten or 12 students only from Park school and from Regent Park school for a very intensive learning experience. So, I am saying that I just do not believe that you are as concerned as you could be. I and many of us on this side would like to see you representing those that do not have power in this society. We would like to impress it on you now in public and say: Please, take it much more seriously—the whole area of professional training of people who could work with inter-city kids, work with Indian children. I know you are doing something. I know about the clinic you have in special education. But it is a drop in the bucket. It really is. I say that you must help develop the professional manpower that is needed. If the Minister of Education ever gets into the education of four-year-olds, he will need the people you develop.

I just point out in that regard, Mr. Chairman, because it is very, very important. I have here the paper from the 21st tax conference 1968. It is entitled: "Financing Education: Health Care and Social Welfare: The Next Ten Years". The chairman was J. Stephen Dupre of the University of Toronto. One of the tables that is prepared here for the 21st tax conference is on page 137. Table seven is entitled "Estimated Ontario Pre-School Junior and Senior Kindergarten Enrolment." What they have are two columns for the year 1968 projected to 1978. They have one column for the estimated enrolment in junior-senior kindergarten. The other column they have estimates the age group four and five years old. They put the first set of figures over the second set of figures, and

come to a ratio. When you put the estimated number of children in junior-senior kindergarten over the age group of four and five in Ontario for 1969, you get 49 per cent.

An hon. member: Right.

Mr. T. Reid: Now the projection—and this is what I find just catastrophic, I find this terrible—the projection ten years from now, 1978, is a 76 per cent figure. And I am suggesting to you, Dr. Jackson, that if you had research going on as to the economic benefits accruing to society of having participation, not of 76 per cent, but of 96 per cent, you might be able to prove to the taxpayers of the province that if more money went into the beginning of the educational system, we could save a heck of a lot of money as those kids go through their education system—a heck of a lot of money making those kids more productive members of society than the traditional set.

Mr. Chairman, I just like to conclude that I think we always have to ask how are the decisions made as to priorities. I know the men and women at the institute are first rate. I like what they are doing. But I just say, for goodness sake, realize that there are people who do not have a voice. Go and seek them out. Find out their demands and let that affect your priorities.

Just then, when I talked to you about your new regional status at the institute, you very proudly—

Interjection by an hon. member.

Mr. T. Reid: —you very proudly told me you were de-centralizing. I agree with that. That is in response to some valid criticism. Then I found out that your regions are in London, St. Catharines and Peterborough. Well, maybe there is not any inter-city education problem in these three areas, but you should have started up north with one of those. I know the problems that you had about not starting with at least one centre up north. I simply suggest that those centres should be subject to more directions from the centre in terms of priority. They also must not become simply the voices of the people who have power in London, who have power in St. Catharines, and who have power in Peterborough.

An hon. member: Never, never.

Mr. T. Reid: They must respond much more to the needs of people who do not have a voice.



Interjection by an hon. member.

**Mr. T. Reid:** Mr. Chairman, I hope the institute goes ahead, but I hope it really takes into account the fact that there are many needs in our society that are unorganized, but that have a fantastically high, in strict economic terms as opposed to humanitarian terms, grade of return. So we should shift the emphasis of your research because you gentlemen are the only people doing this type of research that I know of. And if you do not get involved much more deeply in the educational research for those who do not have, rather than those who have—

**Mr. Chairman:** Mr. Lewis.

**Mr. Lewis:** I have three or four themes I would like to discuss. Using the best schematic approach of the institute, I would like to pursue a couple of peripheral questions first, though. Does the Minister not really know who owns the land and materials that presently constitute the institute?

**Hon. Mr. Davis:** Mr. Chairman, I do not know that I do. I think there is a sign there "Being Developed by Canada Square." I would assume that that would be the owner of the land. There is an agreement between the development people and The Department of Public Works and an agreement, as I understand it, between Public Works and the institute whereby after a 30-year period of time the land and building become the property and fee-simple as at the term patrick of the institute.

**Mr. Lewis:** And no member of government—there are two Cabinet Ministers here now—or no member of the prestigious representatives of the institute know the cost of this building to the public?

**Hon. Mr. Davis:** Well, I am not sure that they know. Mr. Brooks, come up here.

**Mr. Lewis:** I am sure that somebody must know and I am curious.

**Hon. Mr. Davis:** This is Mr. Brooks who is at the institute. Could you tell Mr. Lewis, and I do not know how you can calculate this since it is all done on the basis of so much per square foot, what is the proposed rental of the new facility?

**Mr. Brooks** (Ontario Institute for Studies in Education): The prime Bloor Street floor space is at \$5.25 a square foot as compared to commercial rates on Bloor Street of about \$15 a square foot. The upper offices are \$5.25

a square foot, as compared to about \$6.25 to \$7 a square foot. Our other work areas are \$3.80 a square foot and our service areas are \$1.80 a square foot. And we gain ownership at the end of 30 years at these very good lease rates.

**Mr. Lewis:** We will have to invite you to the next Cabinet meeting.

**Hon. Mr. Davis:** I just make this sort of general observation. It is one of the first times, Mr. Chairman, that a structure, an educational structure, that I know of, has been developed on the principle of lease-back. We are sort of taking a look at it as a possibility of inducing private capital into the development of perhaps community college capital facilities. We do not know whether it makes sense or not, but we think it is worthwhile studying.

**Mr. Lewis:** I like the lease-back arrangement. Well, I do not know enough about it. It sounds an interesting arrangement but when you multiply all these figures by the requisite number of square feet, what is your total cost?

**Mr. Brooks:** Our lease for the year will be about approximately \$2 million.

**Mr. Lewis:** Well, \$2 million per year for 30 years. I see. Even I can calculate the total. I cannot even express it, it is such an astronomical sum. How is it, Mr. Minister, that you were able to find \$60 million for the institute to move into premises on Bloor Street, and were not able to find premises for the Ontario College of Education to perhaps equip our teachers rather more admirably for the world of education, given the overcrowding at OCE?

**Hon. Mr. Davis:** Mr. Chairman, I do not want to get into a detailed discussion of this because it is not really in my department, but I think that the hon. member should know that when you start calculating the amount for rent per year, you include in that a certain amount for interest, depreciation, maintenance and what have you. So that I do not think you are talking perhaps the sum you are suggesting. As far as OCE is concerned, we are in the process of acquiring lands—oh, I am not that familiar with the street from Bloor down to Washington. I think there are only about six or seven properties left to be obtained and planning is going ahead with respect to a rather large extension of the Ontario College of Education.

Mr. Lewis: I am very pleased to hear that. I did not understand you first off. I heard the gentleman say \$2 million a year. Is that for 30 years?

Mr. Brooks: I would like to indicate that that includes janitor services, maintenance, all equipment and that type of item in it as well.

Mr. Lewis: That is re-assuring. But it still gives us a total figure which has not been expended on other monoliths of its kind. And I note it in passing, because I think that there are questions relating to it. Let me then lead to the next one which interests me, Mr. Chairman.

I do not agree, and I am quite sure that my colleagues in the NDP would not agree, with Mr. Nixon's contention that the institute should be pulled into the University of Toronto. As a matter of fact, I think that would defeat almost everything the institute stands for. If there is to be an independent education think-tank, forgive my using that, there is some great value in its being associated with, but in some ways autonomous from, a direct university setting. I would be inclined to think that that is useful. I also would not want it to be taken completely away from the Minister of Education because it would—it is a very deeply personal thing Mr. Minister—undermine your own public image as an innovator—

Hon. Mr. Davis: Mr. Chairman, I must say I am delighted the member for Scarborough West is so concerned about—

Mr. Lewis: Well it is true, it is true. I am a fellow who picks up publications and reads them and absorbs them. I think Dr. Abbey might have had something to do with the writing of OISE: The First Phase. Right here, smack in the middle of the front page of "OISE: The First Phase" is the quote: "OISE is one of the major educational reforms and advancements initiated by the Minister of Education, the Honourable William G. Davis." You would not want to divest yourself of that kind of pearl.

Interjections by hon. members.

Mr. Lewis: No, there is no by-line, but I am sure almost anyone would be pleased to sign it. There is no picture. It is the first time in the history of education—Yes, sorry to have brought that to your attention, Mr. Minister.

That leads to a question. OISE now has a public relations branch, does it not? One

or two or three or four people who are engaged in public relations? Am I right about that? Information officers. Oh, I am sorry, euphemisms for a legislation are difficult. Why an information office? What exactly does an information office do?

Hon. Mr. Davis: This is Dr. John Andrews.

Mr. Lewis: Right, I know.

Dr. Andrews: If I may say briefly, Mr. Chairman, the information office, we felt, was necessary to establish because as a new organization our purposes were misunderstood widely by the public. The effect of the institute was, in our opinion, rather seriously damaged by the fact that it was misunderstood. This is really the reason for the establishment of the information service. It provides relatively factual type information, as opposed to yellow public relations material, as I think you will see from some of the things that we put out.

Mr. Lewis: Mr. Chairman, I accept that, certainly. It just struck me as ironic or odd that the institute would have its own information office whose effort would be to repair the image that OISE had in terms of the general public, or in terms of those in the educational field who are responsive to OISE. Although, I can understand that that might needs be the case.

I want to express, Mr. Chairman—I could not find the precise notes but if need be I can scrape them up from somewhere—when your information officer addressed an OISE meeting discussing public relations in OISE terms, I may say that he used some of the most direct, forthright and objectionable public relations terms, language and attitudes—Dr. Jackson smiles—that I have ever heard used at such a meeting.

Well, I did not hear it, but I have had it reported to me. As a matter of fact, it really disgusts me because I would not imagine that OISE would be engaged in this kind of soap-selling of an institute to the educated public. And that is what worried me about the information programme. If you can appease my worries by saying that it is largely to put out very useful publications, then I will certainly accept that. But there was that tendency—and as I say, I can ex-hume the document and read the quotations. The merriment would resound through Queen's Park for 15 minutes. I hope that was not the direction of the information branch, and I am prepared to accept that it is not, if you say so.



Mr. Chairman, just to go back to this aspect of public relations. It is important because, even in terms of The Department of Education, sometimes OISE seems to have faltered. When the Hall-Dennis commission made its report, it made only passing reference to what one would call the behavioural learning process for pre-school programmes, despite the fact that the Ausabel-Bereiter programme, developed in the institute, is one of the best programmes on the North American continent. And yet Hall-Dennis supposedly had a very good understanding of what the institute appeared to be doing.

I would point out that the Minister brought into the House his bill on school district re-organization and paid, as far as one could see, no attention at all to Dr. Alan Brown's manuscript of "Changing School Districts in Canada," which could have been had very easily by getting in touch with the institute. It was responsible for the re-organization plan for at least one province and implementation of similar plans in another couple. Here you have OISE engaged in some profoundly important educational innovations and the department does not seem to have the kind of liaison which one would have thought it would have had.

Hon. Mr. Davis: Well, not to interrupt—

Mr. Lewis: No, just asking.

Hon. Mr. Davis: Dealing with the re-organization of the school districts, I really think you will find that the report of the paper in general principle really is not too far removed from what in fact was done.

Mr. Lewis: Well, it is having variations—

Interjection by an hon. member.

Hon. Mr. Davis: Oh, no. There are some variations, but the basic principles, I think, are substantially the same.

Mr. Lewis: It is odd, nonetheless. I think it is most important. I want to reaffirm what has been said by others on this side, Mr. Minister. The greatest single criticism outside of OISE continues to be the extreme sense of frustration which teachers and educators feel about lack of evidence of developmental work in the school system coming from OISE. As a matter of fact, it has led to some heated discussions, as you know. It has led to some thoughtful, and not so thoughtful, denunciations of OISE's activities. Within OISE itself there is an acute consciousness that the educators in the field are often very unhappy

with what is going on. There are minutes of meetings available. I have minutes of a meeting that was held in January of this year of the development advisory committee which had present, people from the Ontario Teachers' Federation, school trustees, and administrators. A number of them expressed the anxiety that there was really no communication. They did not know exactly what OISE was doing, what it was about, what relevance it had to the school system.

It seems to me, Mr. Chairman, that if you set up an institution as important and as reputable as the institute and give it \$10 million of public money for four years, and within its terms of reference is the design that it will have an immediate—and if not immediate then imminent—effect on school systems, you simply have got to do something about encouraging that sense in the school system.

I have never been able to keep track of all the research projects that OISE does or that it undertakes, but one of your more reputable scholars at the institute summarized the kinds of complaints in a paper which he submitted to the academic council not so long ago, about what people were saying of OISE—I want to read it.

I think that it sums things up rather well. One: "that OISE is staffed in large measure by people who do not know much about Ontario education and do not know that they do not know, and do not care. Two: "that OISE is staffed in large measure by people exclusively concerned with their own advancement, their own careers, their own power, their own prestige and hardly at all concerned about educational needs in Ontario." Three: "that OISE is staffed with people who do not intend to seek out collaboration with other educational systems in Ontario." Four: "that OISE is staffed with people who are unaware of the resources available for education in Canada. For example, it has been pointed out more than once that the Canada Council has invested millions of dollars in supporting doctrinal studies of young Canadians, psychologists, historians, philosophers, anthropologists, economists, artists, and so on, and that at OISE we neither hire any of these young people nor are we attempting to look for or recruit any of them."

Five: "that OISE is staffed with people who do not, with a few exceptions, even know their academic colleagues."

That seems hard to believe although admittedly the building does not lend itself as it now stands to inter-relationships.



Six: "that OISE seems to take a very long time to produce anything that seems to be applicable to Ontario education." Seven: "that—with certain distinguished exceptions—when OISE has become involved in practical problems of educational change their performance was not very good."

Let me say categorically that this gentleman is summarizing the opinions heard of OISE, and submitting a paper in which he says that they must set out to answer specific kinds of criticism that are so common. These are criticisms which are heard throughout the teaching and educational community. I am not at all sure that all their substance is valid. But gentlemen you have allowed to develop a significant credibility gap between OISE and those who are to receive its offerings. I think that something very considerable has to be done to improve that. That ends the first point I wanted to make. I have two others, not terribly lengthy, if you wanted to deal with that?

Hon. Mr. Davis: No. I will deal with all three at once.

Mr. Lewis: Okay?

Hon. Mr. Davis: All right.

Mr. Lewis: The second point I wanted to make, Mr. Chairman, is that one of the reasons for this breakdown in communication between the institute and the public is that the profusion of projects and the seemingly rarefied nature of some of the research has harassed OISE's useful development. As a matter of fact, let us face it, it has harassed OISE internally. You have hinted at that. I am a politician, and I put things in words and phrases that are not quite so couched with propriety. I do not think I dare say in the presence of these OISE gentlemen, Mr. Minister, that OISE is in a state of crisis; but it is in a state of seething internal dispute and concern. I am going to give some evidence of that. I think that when \$10 million goes to a body like OISE it is important that something be done about it.

Dr. Abbey mentioned the number of themes—I think he said for the 300 odd projects. Dr. Abbey, you sent out a paper to the members of the academic council and development advisory committee containing information on the operations of the development review board. It is dated as recently as October 9, 1969. These are projects which are presently in process or are under grant review.

I am going to very rapidly read through some of the projects.

Under Adult Education: 1. "Comparative studies in Adult Education," 2. "curriculum for the instruction of manpower instructors," 3. "developing a curriculum for councillors of community colleges and adult education," 4. "education of women, a multi-purpose development project," 5. "evaluation of educational TV," 6. "handbook of community education and development in Canada," 7. "journal for adult education convergence," 8. "teaching of French as the second language to adults," 9. "computerized use or response of files for institute staff," 10. "a multimedia archival project," 11. "office for international education." Applied psychology: 12. "proposal for continuation and expansion of pre-school projects," 13. "development of a model of co-ordinated service by professional resource personnel in the schools in Ontario."

Whatever the number is: "development of auxiliary material for the mathematically gifted student." A project entitled "teachers to councillors." A project entitled "teacher systems and utilization of psychological services in schools." Under computer application: "CAI language development," "design in implementation of an individualized instructional system," "Harvard project physics," "preparation evaluation of a multimedia kit," "the perception bag." Under curricula: "a language learning project," "mathematics K-6 project," "Canadian studies programme"—my colleague from Peterborough will have more to say about that—"development of model and procedures for curriculum validation," "thematic approach to an integrated study of film and literature," "towards a prototype programme in science education for Ontario elementary teachers."

I think, perhaps, I have tried to make my point, Mr. Minister—that if a man can divine from this proliferation of subject matters, coherent themes, then he is a well endowed academic indeed. One worries a little whether or not some of the themes have not been imposed on a chaotic array of projects. Many of them are appreciably worthy in themselves. I do not impugn the usefulness of this kind of research, but I question whether or not it is having the relationship to the school system that will both be of value to the system and will reassure the system. May I point out, Mr. Chairman, that when Dr. Prueter who is here, looked over the field, he made a recommendation. It was a memorandum to a great many people

and was published February 7, 1969. He indicated some major areas of study which he would like, as a co-ordinator in the institute, and he said the Development Review Board had identified the following nine such areas—

Let me read them to the committee from Dr. Prueter: 1. Canadian studies. I did not hear that in the list; 2. the teaching of French as a second language—I did not hear that in the list; 3. individualization and the study of ungraded elementary and secondary schools—

**Hon. Mr. Davis:** Mr. Chairman, I am a little confused—in what list did you not hear this?

**Mr. Lewis:** I did not hear that in the list of themes that was read earlier today.

**Hon. Mr. Davis:** I guess it depends on one's interpretation of the themes. I was able to identify several, but go ahead.

**Mr. Lewis:** Right. 4. "educational technology and total learning environment," 5. "early childhood education," 6. "the professional development of educators including the re-organization of teacher-training," 7. "continuous education," 8. "the re-organization of school boards in Ontario—February 7, 1969." Did that follow your bill, or does it precede it?

**Hon. Mr. Davis:** The bill was introduced in 1968.

**Mr. Lewis:** OISE has prescience does it not? It is already reorganizing your school boards again.

**Hon. Mr. Davis:** No. I think—

**Mr. Lewis:** Not that many of us would disagree with that—

**Hon. Mr. Davis:** You know, Mr. Chairman, I understand the terminology in the way the hon. member for Scarborough appraises these things, but I think in fairness to—

An hon. member: Scarborough West—

**Hon. Mr. Davis:** Scarborough West. I think in fairness to the people from the institute perhaps they might understand, or be given an opportunity, to inform the hon. member for Scarborough West, that their studies relating to re-organization are studies endeavouring to assist in the development of the administration of the new school districts. I am sure that you know that—

**Mr. Lewis:** Oh, I am not . . . The general theme titles struck me—

**Hon. Mr. Davis:** I just observe that—and I am not an academic or as intellectually gifted as the member for Scarborough West—was able to identify, Mr. Chairman, a number of those areas that Dr. Abbey identified as being included in the—

**Mr. Lewis:** Well, I—

**Hon. Mr. Davis:** —and we will ask him perhaps—

**Mr. Lewis:** I saw certain similarities, but I saw a coherence here which was evident with Dr. Abbey. I saw a coherence here which was, I thought, useful in terms of the way in which the institute might develop.

Look, Mr. Chairman, there are no secrets about these things, least of all in the institute. The institute has been wrestling with this problem for a very long time, and all of the institute members who are here know it is a problem. Can I remind the Minister of the words of the report of the Future Growth and Development Committee—of the academics in the institute?

One year ago—and I do not suppose they have been used before but I want to use them anyway because I think it is important they be on the record. They have nothing to do with intellectual gifts, Mr. Minister. I quote:

The central thesis of this committee is that OISE has failed, in terms of the resources available to it, to initiate programmes that will have a demonstrated immediate effect on educational practice, or to set the pattern for rigorous, demanding and creative scholarly practice which might be expected to have a long-range effect on educational practice. This does not mean that there are not examples right now where both immediate effect and long term benefit can be substantiated, but this does not seem to be the general picture. For example, in the area of educational development there have been very few working prototypes developed at OISE and we have no major co-ordinated projects even though we are entering the fourth year of operation.

This was the Future Growth and Development Committee of the academics at OISE, meeting to assess the evolution of the institute as it entered its fourth year.

Now, the Chairman will know, as the Minister knows, that there has been an



academic task force set up in an effort to look at the structures of OISE and to see how OISE operates internally. It also hopes to see whether something can be done to bring forward the thematic approach; to see if something can be done about development and research, and to eat away at the frustrations that are evident. The task force suggests a number of very useful measures.

But, Mr. Chairman, I want to make a point which I think is even more important: Not only was there a task force set up, but there was a private committee. That is unfair: There was a study committee, meeting in private, of the Board of Governors of OISE. It is the establishment committee of OISE, headed by Dr. Reddy and composed of very few people. Dr. Reddy has submitted a report. I do not know whether it has been formally submitted to OISE. I think it has by now, and is beginning to circulate.

In the body of that report, under the heading of "operating structure" is the following, and I am quoting from the document:

The committee therefore recommends—  
And this is a committee from within the board at OISE:

—that a new operating structure be adopted within the institute to consist of three divisions. One concerned with graduate instruction and the research studies of individual faculty members; the second with research and development projects organized around thematic centres, and the third with field development. Each of these divisions will be funded separately and organized in the way that is best suited to its tasks.

That, Mr. Chairman, as the Minister knows, cuts right through the present organization of the institute, which is based on departmental divisions—

Hon. Mr. Davis: Mr. Chairman, I do not want to interrupt the member for Scarborough West, but, why the great drama. This is something that is going on in every university and every post-secondary institution on this continent at this present time. I think we should be very encouraged that the institute on its own volition is undergoing this type of soul searching to make its programmes more effective. I know the hon. member for Scarborough West intends this in a constructive sense, but, just to speak for the institute, I think one has to be very careful to point out that the institute itself—it was not the department, it was not the Minister—recognizes, as some other post-

secondary institutions have done, thank heaven, that you have to change with changing situations.

The institute itself not only has made but is in the process of developing changes that make sense and that are relevant to our present situation. I think the hon. member for Scarborough West might give the institute some credit for doing this on its own and bringing these changes about—

Mr. Lewis: I give the institute full credit if such it is that one gives. I am simply trying to—

Hon. Mr. Davis: I just—

Mr. Lewis: I am trying to underline, Mr. Chairman, that OISE is not a university in any sense except the graduate instruction sense. It is an institute designed to provide alterations in the fabric of education in Ontario. It is in trouble. That is the contention I am putting to you.

Hon. Mr. Davis: Mr. Chairman, with great respect, I do not work at the institute. Any post-secondary institution today that is not in trouble as the hon. member for Scarborough West would define it is dead. If he is saying that there is a restructuring needed, or that re-organization or re-definition is an on-going situation and needs to be, then I agree with him completely. This is what the institute is doing. I am one of those who believes that it will perhaps set a pattern for other faculties, situations at other institutions. Who knows? Let us accept the fact that they are in the process of doing this.

Mr. Lewis: Let us talk about it a little, because it involves \$10 million of public money and I—

Hon. Mr. Davis: —and I do not quarrel with this. But, Mr. Chairman, in fairness to the people who are here, and the people from the institute, let us give some credit where it is due as well.

Interjection by an hon. member.

Hon. Mr. Davis: I just want you to know that I have not stimulated whatever is taking place within the institute. They recognize these limitations themselves—

Mr. Lewis: I never believed that you interfered with the institute—

Hon. Mr. Davis: No, well I—

Mr. Lewis: I believe that you did not blush unduly when people said you created



the institute; but you do not direct the institute and I accept that fact.

The committee report went on to say:

In suggesting this alteration, the committee proceeded from the principle that the prime purpose of OISE was to improve the quality of education in Ontario. Evidence of an undue stress in OISE on individual scholarship and research studies with little or no relation to Ontario education led the committee to recommend a greater emphasis on co-operative projects organized around themes related to educational needs and problems.

It just seems to me that that is pretty important. We have had an institute now working for four years—we are entering the fifth year. It is meant to be the focal point for educational reform in Ontario. Even as it enters its fifth year there is still this absence of a link between what it does and what the school system receives or benefits. I do not decry what I called the seething disputation in the institute. I agree that it is useful, just as it is useful at the University of Toronto. But just as one pins it down at University of Toronto and tries to understand why it occurs, I think one pins it down here because OISE has been largely to people an unknown conglomerate.

This is not particularly its own fault or the public's fault, perhaps, or the Minister's fault; but very little has been known about it. Very little has taken place in debating it. Everyone knows of the report of the governors of the University of Toronto and everyone knows what is going on at the University of Western Ontario because of the bill and the pressures that exist.

Until recent months in OISE this has not taken place and it is nice to know that the same conditions are occurring. This is what is involved in the transformation of OISE—and I think it needs some encouragement in this regard—to a rather different sort of institution.

Mr. Chairman, I do not want to preoccupy the time, I want to move into one other area which is very delicate, very sensitive. I will not offend anybody here. I want to approach it delicately.

One of the patterns OISE seems to reflect tends to be true of the university community in general and that is the Americanization of the Canadian post-secondary education system. I want to treat it very carefully because I do not want to suggest a quota system—I do not think I believe in such things yet. I do not want to suggest that one has boun-

daries on the free flow of knowledge because obviously one does not.

But OISE is unlike a university in one really significant way—OISE is a design of The Department of Education and it is involved in producing programmes for the children in the province of Ontario. In that sense it is not a free-flowing university community. It is directly involved in the programme function and it seems to me that when the Americanization proceeds as it has proceeded at OISE—although again the feeling inside OISE has, I think, tended to cut that back a little these last few weeks or months—then it gives rise for concern.

The same person whom I quoted before, who holds the reputable post of chairman of a department was himself commenting on the report of the Future Growth and Development Committee of the Council and he said this, and I want to read it:

For example the report refers to the unique panel that was established last year to judge and make recommendations about allocations of the OISE budget. However, the report fails to mention one interesting fact—that of about 40 people who were making such recommendations for the use of OISE resources almost exclusively from Ontario taxes—not more than one third had any contact with Ontario education for more than 18 months and at least one third were not even citizens. Perhaps you feel this is as it should be, but can you imagine a comparable exercise in New York or in Leeds, England, or in France, or Germany, or anywhere else but Canada. And do you think that such a phenomenon has not been noticed by the government and Treasury Board and teaching officials? Their reflections about the undesirability of this panel may be quite different from ours.

Again, I tread carefully, but I think the point he is making is a useful one: one is not saying that you should not have a community of academics in OISE drawn from X number of countries, but rather, that you should not have a preponderance from one country in any institute which is directly related to the educational future of the children of Ontario. Thus, in the curriculum branch of the institute, which is surely the most significant branch in many ways—I stand to be corrected by people here but my tally is from people who I think know—is that 15 of the 23 active curriculum people are American—15 of 23. Who am I to say that they are not good folk, good fellows. They are all honorable men. I do not want to get into that avenue.

But surely, one asks oneself, is it an institute engaged in research for Ontario, for this province in Canada, for Canadian education? And 15 of the 23 professors, associate professors, assistant professors, and I think, lecturers—are American. The same, though not quite the same percentage imbalance—exists in the other two very large departments in OISE. Those are applied psychology and educational administration. So you have educational administration and applied psychology and curriculum where the imbalance—and in one instance it leads to preponderance—reflects American scholars. Indeed, perhaps OISE can correct me if I am wrong, but until very recently positions at the institute were not even openly advertised. Am I right about that? Was it not recently that the change was made to have open advertisements? I think before that the hiring at the institute was entirely an internal word-of-mouth proposition.

This is not always healthy for the academic community, Mr. Chairman. It is not always healthy because you tend to go back to your same sources; you tend to reinforce your background. One of the ironic notes when looking at the Canadian staff at OISE—and I am sure this goes back to Dr. Jackson, and again I do not impugn it—is the number of people from Alberta. I guess many of them were from Alberta because Dr. Jackson probably knew quite a few Albertans and brought them to Ontario which, as far as I am concerned, is entirely wholesome. That is not the point I am making.

I have this broken down, Mr. Chairman, into those who are cross-appointed, those who are British and Pakistani and Indian and that I think is superb, I wish there were more. The point I am making is that inevitably when you include those men and women, as well as Canadians, you find that the American preponderance is absolutely out of all proportion.

**An hon. member:** It is about what, 15 per cent of the total, somewhere in this neighbourhood?

**Mr. Lewis:** I am looking at the three most important divisions in OISE. You can include your entire OISE staff if you will. I was told to expect to get all the senior administrative thrown in and X number of secretaries, but if I . . .

Those who are teaching in the three significant and large departments at OISE are very much in imbalance by way of nationality.

I do not want to get off base on this, Mr. Chairman.

I am putting it to the Minister that heaven and earth have to be moved to make sure that OISE is a Canadian institution even in terms of its academics. If it could not be avoided, well, so be it.

But there is something worrying about the whole educational structure when this preponderance has to exert itself in an institute. May I remind the Chairman and the Minister that when the Hall-Dennis report came down, Hall-Dennis said in the body of the report—and it was rather important:

There are a significant number of Canadians who are disturbed about the way in which the country is maturing. One matter about which they are disturbed is the economic and cultural dependence on foreign countries, particularly the United States, that present Canadian circumstances reflect. They document the extent to which Canada has surrendered independence. They recognize that the one world concept demands some surrender of national sovereignty. At the same time, however, they believe that the nation that cannot control its economic resources cannot control its national destiny, or its culture, and that of all the economically advanced nations, Canada is the one with the largest proportion of its industry and resources controlled from outside its borders. Thus, one of the major problems posed for Canada is how to preserve the vision of national development that the Fathers of Confederation had and at the same time accommodate herself to her interdependence with other countries.

It seems to me, Hall-Dennis being the authoritative voice, that that might have some useful relevance to our educational system as well. Those are the sort of roving observations I wanted to make.

I began by saying that I thought the institute should be separate from the university; that I thought there was value in this kind of semi-autonomous structure; that I think exceedingly good things can follow from OISE. But I think it's time that OISE, like the university community, had a critical spotlight focussed on it because it, too, has internal problems. It, too, is trying very hard to sort them out, and there is some legitimate area for members of the legislature, for government, for educators, to say: "Gentlemen, consider this direction" or "It is so ill-directed as to undermine the objects which you set forth to be your goal."



**Hon. Mr. Davis:** Mr. Chairman, just to respond very briefly. I am not sure that I remember the three general areas. The one point that I think that has to be made is that the institute in its fourth year, I believe, of full-time operation, is in the process of undergoing change. It was self-initiated, with the recognition of many of the points that the hon. member for Scarborough West and others have mentioned.

It was not, as I said to the hon. member, something that the Minister said, "Here is something you should do." It was something that the academic community there itself identified, and it is something, as I said, that is going on hopefully in all valid educational institutions, particularly at the post-secondary level. If it is not, they are in trouble. I think that Professor Abbey pointed out to you that they have, in fact, and perhaps he would care to comment further, moved ahead very much in the direction of some of the reports that the hon. member read—that he obtained from some of the faculty or staff at the institute. This is partially in the general direction that some of the thinking is going. I am not, Mr. Chairman, going to comment at any length on the percentage of people from outside the jurisdiction. I think there are very few people in this province who have expressed themselves personally more often with respect to Canadian history and what should be happening in this regard in this jurisdiction. Yet at the same time, and I think in fairness the member for Scarborough West recognizes this, one has to be very careful not to become parochial to the extent that we are depriving ourselves of people who have something real to contribute to the development of education in whatever jurisdiction it may be. This, I think, has to be remembered from time to time. I don't know whether, Mr. Chairman, Dr. Jackson—

**Mr. Lewis:** Just on that point, before we leave it—we'll come back to it again in university estimates—The members from the institute here who know it so intimately can tell me . . . But doesn't it strike the members of this committee as ironic, Mr. Chairman, that while last year in the institute, there were a great many Americans from given universities in the United States, there was not one—and I didn't believe this when it was told to me but I checked it out and was told it was true—not a single French-Canadian scholar at the institute from Laval or the University of Montreal or any of the other universities that could be named.

As a matter of fact, I don't know how many French Canadians there are on the staff of the institute now. If one assumed that French Canada was a legitimate source of inquiry in an institute of education in this country or in this province, one would have thought that it might be possible to have some people reflect that perspective. Yet, not a one. While you could name legions of those who came from all kinds of other kinds of educational environments. While the Minister says "Don't be parochial"—he is being friendly to me when he says that, he is choosing his words cautiously, too—I say to him, "So be it" but let us—

**Hon. Mr. Davis:** You want us to get somebody from French Canada? I'll ask Dr. —

**Mr. Lewis:** Let us not leap over the wall in the other direction, or there is very little left of "what culture, what heritage." I prefer chauvinism.

**Hon. Mr. Davis:** Mr. Chairman, I do not know whether Dr. Jackson or Dr. Abbey wants to comment on any of these observations or not.

**Mr. Chairman:** Would you like to say anything, Dr. Jackson?

**Dr. Jackson:** I would like to correct one impression which I think you did not mean to give. A majority of the staff are Canadians, they are not Americans. I think that is important. We have not on the staff any from French Canada, because they have not applied and there is also the question of, I suppose of raiding of that part of Canada when they are developing so rapidly themselves. The Americans totalled about 30 per cent of our staff, and that is a fairly small percentage in comparison with some other universities. In regard to certain departments I would remind you that there has been no training in those particular disciplines in Canada until our own departments were established. Under those conditions, what can you do except recruit from elsewhere?

**Mr. Lewis:** Dr. Jackson, may I respectfully ask, sir, if you do not advertise the openings, does not recruitment become very difficult?

**Dr. Jackson:** The positions are now advertised widely, and have been for two years, I believe.

**Mr. Lewis:** I would appreciate having a date on that, because I know that for the genesis of the institute—for its first three



years at least and, I think, well into its fourth year—there was no advertising of academic positions. I do not know how you can expect to attract French Canadians, or indeed Canadians at all, without their knowing that a vacancy exists. It seems to me a fairly logical and legitimate proposition. I do not want to get into a breakdown by faculty or by position, but I come back to the three divisions in your institute, Dr. Jackson, which you know are in many ways the crux of the institute. The imbalance to me is astonishing. I am very surprised. I know it is something you would like to correct, and I spur you on. It is just as simple as that.

**Dr. Jackson:** It will be corrected as soon as qualified Canadians can be trained and recruited. I can assure you of that.

**Mr. Lewis:** I am sorry—

**Dr. Jackson:** I do not know whether this is germane or not, but we have had very little graduate work in Canada in education up until recently. This has given rise to a difficulty in recruiting and will take some time to overcome. I know I am from Alberta, not from Ontario.

**Mr. Lewis:** That is all right. You are from Canada. I appreciate this.

**Dr. Jackson:** The others from Alberta were not recruited because I happened to know them or because I was working with them. They were recruited because of their scholarship and because they were leaders in the field. This is basically the reason we recruited a large number from Alberta, and where there was really the only other large graduate school—

**Mr. Lewis:** I assumed that.

**Hon. Mr. Davis:** They were reviewed by some of our friends in Alberta that were sort of grading their school—

**Mr. Lewis:** I appreciate the difficulties, Dr. Jackson. I come back to the initial dilemma that the recruitment is necessarily inhibited when no one knows vacancies exist. But even in the field of something like applied psychology, you have brought on to staff some people who were essentially clinicians; essentially in the field of direct work—with children for instance. That was their qualification as opposed to, or in addition to, significant graduate or doctoral work. I say to you, Dr. Jackson, with respect, sir, that there are a great many practising, clinical psychologists in Canada who could have

formidably occupied those posts as well. That is not to demean the scholarship of the people you brought. It is to raise this basic question which for people in our group and for a great many citizens becomes more and more fundamental in our country. How do we maintain our economic and cultural autonomy unless we exercise a preponderance in the important areas? These areas seem to me to be important. I guess we do not differ that much. I was concerned about some of the trends which obviously have to be altered.

**Dr. Jackson:** I think you have not really appreciated the magnitude of the problems we have faced in the staffing of our institutions, in the first instance.

**Mr. Lewis:** Maybe.

**Dr. Jackson:** These situations are now changing and of course our own graduates are now gaining degrees. Other conditions are changing, so that these staffing conditions change also.

**Mr. Pitman:** I want to pick up to some extent on the remarks which have already been made by the member for Scarborough West. I think Dr. Jackson is, at least now, very much aware that we are concerned about this. I realize that in beginning a very unique institution like this one it was necessary to bring in many people from outside. I am sure he realizes that this does make it very difficult for the Ontario teacher to have a sense of community with OISE, when he sees so many Albertans or so many Americans. I think it is going to demand on the part of the OISE almost some degree of compensation over the next few years. Now the CBC, I suppose, decides that only so much programming is going to be American and so much must be Canadian. I think that there is that angle to be—

**Mr. Chairman:** We will wait four minutes to see what it is.

**Mr. Pitman:** May I go on?

**Hon. Mr. Davis:** Carry on.

**Mr. Pitman:** I think that, really, the institute is going to have to do something very, very important in making sure that what is always the academic trend—that is, naturally we tend to appoint people who are associates and those we have known academically in the past—and I think this is going to be the difficult part. Because as we know, OISE was really a monstrous creation in the short time

—in terms of the size, in terms of the proliferation of programmes, in terms of the direction—and I am afraid that—

**Hon. Mr. Davis:** I am glad you elaborated when you said “monstrous”. I am glad you qualified that. I was pretty worried there for a moment.

**Mr. Pitman:** Please let me finish.

**Hon. Mr. Davis:** I did, I did.

**Mr. Pitman:** I think that as a result of this the director is going to find himself in some very difficult positions. Now these key people, these top people, are Canadian, we recognize that. But I think in the second line of individuals he is going to have to take a very serious look at this problem of Canadianization. Because there are people I think in key places, as an hon. member has already pointed out, who are going to find it very difficult. Let me be specific. One of the aims which

Dr. Abbey has pointed out was the Canadian studies project. Now the Canadian studies project, I would say, Mr. Minister, was perhaps spawned by the Minister himself and his direct criticism of the teaching of Canadian history across this country, particularly across this province. I think it came out, sir, I would like to have it closed off now—

**Mr. Chairman:** Perhaps we could pair off here. There are seven government members and seven Opposition members. Let them pair off—

Interjection by an hon. member.

**Mr. Chairman:** It is almost 6.00 o'clock. The committee will adjourn until 8.00 p.m. I think by the time we go up and get through the House again we might as well adjourn until 8.00. The room is locked during the supper hour, leave your papers.

It being 6.00 o'clock, p.m., the committee took recess.





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**STANDING COMMITTEE ON SUPPLY**

**Department of Education**

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

**Thursday, November 6, 1969**

Evening Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Thursday, November 6, 1969

Grants, continued	S-149
Motion to adjourn, Mr. Chairman, agreed to	S-180

## LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

THURSDAY, NOVEMBER 6, 1969

ON THE ESTIMATES—DEPARTMENT  
OF EDUCATION*(continued)*

The committee met at 8 p.m. in committee room one.

**Mr. Chairman:** The meeting will come to order. We are on OISE (Ontario Institute for Studies in Education) under item 8, page 45.

**Mr. W. G. Pitman (Peterborough):** I want to centre my remarks, at least in part, on what has already been said by the member for Scarborough West (Mr. Lewis). I think I made the point before the bells rang and we all dispersed to the other place that there is going to have to be a period of compensation in relation to this whole problem of Americanization. I am not quite so concerned about Albertanization—I do not know whether there is a term like that—but I do not find it quite as disconcerting. I still think that for an institute which is going to be concerned with the education system of Ontario—and from which more and more the education system of Ontario is going to be looking for research and development—I think the problem of Americanization is terribly important.

I bring this, you might say, to a conclusion, by just mentioning in passing the Canadian studies project. As the Minister well knows this project began as a project on the part of the board of governors of Trinity College school in Port Hope. They were concerned about the way in which Canadian history was being taught all across this province and this country. A very fine historian, perhaps an even better author, Mr. Hodgetts.

**Hon. W. G. Davis (Minister of Education and University Affairs):** He was a very good football coach too.

**Mr. Pitman:** Was he? I did not realize that. He certainly seemed to be fast running in the job he was doing. As you know, he and others associated with him criss-crossed Canada and brought forth a report which eventu-

ally became a report that was put out by the institute called "What Culture, What Heritage?" I think it was a very fine piece of work on the whole. I think that I would give OISE full credit for having realized that this was an important issue, that this was something that we in Ontario had to do something about. I think that the Minister in his efforts to try and improve the teaching of history—this all came up, I think, during Centennial year—had spurred the thing on and I think that I would give the Ontario Institute an important mark on this.

However, when it came to doing something about it, I felt that it was unfortunate that with all those who were available, surely a Canadian could have been found. We found, instead, that an American was really running that particular project. That seemed to be the ultimate irony—a Canadian studies project to improve the study of Canadian history in Ontario schools is being run by an American. I think that this, from reports that I have heard, caused a tremendous number of difficulties, for example, when it came to dealing with cultural problems.

There were actual discussions as to whether they should be studying black versus white, not French Canadian versus English Canadian, but black versus white. It seemed to be a very real problem. This was in relation to the project. Incidentally, I might mention, too, I was just a little bit concerned about the Council of Ministers' report. I think it suggests here that it was a Canadian studies project—I think the Canadian Studies Foundation which came before the Council of Ministers and not the Canadian studies project.

**Hon. Mr. Davis:** Of course, that is where I am a little confused at this point, Mr. Chairman. My discussions have been basically with Mr. Hodgetts who has been, I think, providing the leadership with respect to the study programme. Whether they have, in fact, formed a foundation, I am not sure, nor if they have been co-operating with the



institute. Mr. Hodgetts himself—who is Canadian in the full sense of the word—has been providing the leadership for this.

**Mr. Pitman:** I think that I might say to the Minister that this is where I think the problem arises. The Canadian Studies Foundation is an effort on the part of Mr. Hodgetts and others to create a focus for Canadian businessmen, for Canadian labour, all those who are concerned with the teaching of Canadian history, to contribute money. They did not come to the Council of Ministers for money, but rather for recognition and in the hope that eventually the Council of Ministers right across Canada might then begin to play some financial part at some later date.

The point was that the Canadian studies project, which began at the Ontario institute, was really a zeroing in on some way that this could become a part of a classroom situation in this particular setting. It just seemed unfortunate that it was led by an American, who tended to see things in a different way than I think a Canadian would have. A great many of the problems that emerged during the summer were a matter of conflict of what really were the issues in Canada, and whereas there seemed to be a problem, whether they should talk about the enforcement of law in drugs in a general area.

These are obviously subjects which should be studied in a Canadian context. Things which were extremely important and basic to an understanding of Canada and Canadian studies, such as regional disparity and French-English relations, tended to be distorted and to be shunted to one side.

**Hon. Mr. Davis:** Mr. Chairman, I do not sit in at all the meetings and so on, but I have had several lengthy discussions with Mr. Hodgetts and two or three with his associates both before and after the meeting with the council. I really did not sense these difficulties or these problems. The main interest at this moment is the establishment of the foundation, the involvement of the private secretary, if it is to have the validity they would like to see for it. I am just not sure how relevant it is, I mean Mr. Hodgetts has been, as far as the council is concerned, the person who has been representing the Canadian studies project.

**Mr. Pitman:** In terms of the Ontario Institute, I think it certainly was there during last winter and indeed he was financially supported. And one should not in any way take away from the role the Ontario Institute played in saving the project. It was something

which could have gone down the drain completely. In my remarks I am not trying to be overly critical, but what I am suggesting is that this is an example of the danger of not dealing adequately with this problem of those from outside Ontario having a very active role.

**Hon. Mr. Davis:** You mean outside Canada?

**Mr. Pitman:** Yes, I mean outside Canada—a very active role in a project such as this. I think that the Canadian studies project is one which one would want to be proud of after the Ontario business is done. I think that the criticism that arose because of this would not be general on the institute but one I think which has really very inherent dangers. I could bring up another example. I am not going to belabour this problem but I was very concerned, as you remember, when this problem came out of the Ontario Institute for Education. I was concerned about it for a number of reasons. I did not really feel that this really represented the Ontario atmosphere in terms of what we are trying to do here in this province. Yet 5,000 copies were produced and a number of them were sent out, six, I think, to every school board in Ontario. In this volume I think you have views which bothered me very greatly. I am sure there are other aspects to it which would bother me. I was very surprised to find that a lot of it was done outside the institute. It was done by a consulting firm, Keates, Pete and Marwick at the cost of some \$14,000. I am surprised even more—

**Hon. Mr. Davis:** That is a Canadian firm, is it?

**Mr. Pitman:** Oh, yes, it is a Canadian firm. you do not need to worry about that, Mr. Minister. But there is nowhere in this volume that it indicates that anyone outside the institute had played any part in the creation of this piece of work. I think in most academic institutions you have some indication of who had done the research and who had done the work that had gone into such a volume. I daresay some of the things in this volume really quite astonished me. They quite concerned me. For example, I was concerned about the attitude which is taken in this volume to the role of parents when it suggests that only opinions of the parents are really relevant and when it puts the Home and School association in the same category as business institutions and labour unions, and so on. I think that in a province in which, I hope, the Minister very soon is going to indicate to parents through

various organizations what their real role is in Ontario, you have I think, a very distorted view of what the role of parents should be.

**Hon. Mr. Davis:** It is not a distorted view. It is a view, with great respect, which the hon. member for Peterborough does not completely share. It is a view, though, that I have read in other publications and other documents, not all of them from outside this particular jurisdiction. I can talk to members of your former profession who would say to me and have said to me, "Mr. Minister, we think parents should be involved". We think they have not only a right, but an obligation, to express some interest. But, there are some in the profession that would confine the parents' activities to this. I mean this, with great respect, Mr. Chairman, is not, shall we say, new thinking in that regard. I mean, I have heard this for seven years.

**Mr. Pitman:** But I think one of the things—

**Hon. Mr. Davis:** I mean, one does not have to agree with it. I mean the point that I made in the House—as the hon. member for Peterborough, Mr. Chairman, asked me about this publication, if my memory serves me correctly, in the House—was that it was a document that was contributed by the institute to the various boards to assist them in their thinking relative to the structuring of the administrative procedures and so on. And I think if one is going to quote certain sections from it, one should also quote many other sections where I think, perhaps, the hon. member for Peterborough is in agreement.

**Mr. Chairman:** Hopefully.

**Hon. Mr. Davis:** Hopefully. Right. But I know when we are referring to these documents, Mr. Chairman, I do not like to interrupt. I think in fairness, so that one gets the total perspective of this, one must recognize that no document of this kind or any research document is going to be 100 per cent satisfactory to every individual. So when we quote these passages and when we refer to them let us, in fairness, say there are many good things in this that make sense. These are the things I disagree with.

**Mr. Pitman:** Well, I think that this document—

**Hon. Mr. Davis:** Well, I know—

**Mr. Pitman:** —presents a slightly different status. I think any document being sent out, certainly the—

**Hon. Mr. Davis:** Why has it a different status? This is the point the hon. member made in the House. He even suggested because it was sent out from the institute that he thought the Minister had something to do with it. The Minister has nothing to do with it.

**Mr. Pitman:** Let us put it this way. Is this not unusual that a document should go out to all the trustees across Ontario from the institute?

**Hon. Mr. Davis:** Mr. Chairman, I heard quite a bit this afternoon about, shall we say, the lack of communication between the institute and the trustees and the profession. I heard from the leader of the Opposition the desirability to cut any apron strings which mythically may or may not exist. I heard the member for Scarborough West say, "Keep the apron strings," I think.

**Mr. S. Lewis (Scarborough West):** Sort of.

**Hon. Mr. Davis:** Sort of that way. So, you know, I have not received any unanimous opinion here tonight or this afternoon.

**An hon. member:** That is true.

**Hon. Mr. Davis:** But I think that this is an indication of the attempt of the institute—They do not really need me to tell you this, but it was an attempt on the part of the institute to do this type of communication which the hon. member for Peterborough himself said was essential.

Interjections by hon. members.

**Hon. Mr. Davis:** Well, maybe. I mean, you can disagree with the document, but this is what they are attempting to do.

**Mr. Pitman:** Well, does the Minister himself agree with the role of students in this document?

**Hon. Mr. Davis:** No. There are some things in this document that I do not agree with. No question about it.

**Mr. Pitman:** Does the Minister?

**Hon. Mr. Davis:** I have yet to have a document produced for me of any size, or at least when I say produced, I mean that I have read, where I can say I completely agree with it all.

**Mr. T. Reid (Scarborough East):** And how about the report from the advisory committee of University Affairs? You always agree with everything in that.



Hon. Mr. Davis: Oh, I do not know that I do.

Interjection by an hon. member.

Hon. Mr. Davis: It is one question to agree and another question to accept, you know.

Mr. Lewis: What about your information papers?

Hon. Mr. Davis: Oh well, that is different. I mean, that is my own.

An hon. member: Are you sure?

Mr. Pitman: How do you feel about the role that the teacher has in this document?

Hon. Mr. Davis: I think that that, too, leaves something to be desired. But you know, it —

Mr. Pitman: In what way?

Hon. Mr. Davis: But, you know, it identifies some of the thoughts.

Mr. Pitman: Do you think the teacher should be regarded as personnel in the school system and should be pretty far down in terms of the setting of goals and priorities?

Hon. Mr. Davis: No, no. You have heard me make too many speeches where I have said, time and time again, that the key to the educational system in Ontario must be the qualifications in the role of the teacher in the individual classrooms. I have said it so many times.

Mr. Pitman: Well, the great problem is now, then, that we only have one Institute for Studies in Education and we only have one educational group in this particular section of our educational administration and they send out one point of view. And there is no differing point of view set up by The Department of Education. The Minister is going to be putting in legislation which is in direct opposition to what essentially is found in this document.

Hon. Mr. Davis: Well, I am not sure it is in direct opposition. It does not agree with it.

Mr. Pitman: Well, for example, I think the Minister is considering the setting up of councils in the school boards and one of the suggestions in this particular document is that the council and any group of parents shall be given a specific task. They will not go outside that task. And there is a certain arm's length type of attitude taken towards different groups.

Hon. Mr. Davis: We are interpreting the document to a degree in different ways. I sense the thought here is that if you can give the parents something in which they can get their teeth—some specific situations—perhaps you will get a more productive relationship than if you act in a general advisory capacity. Now, I do not necessarily agree with that point of view but it is not a new point of view. That is all I am saying.

Mr. Pitman: One of the things which this document states is that school dress should be a board policy—a board policy where there are no students involved. Students have no right to a say in the matter of dress and that is given as an example of something which would get rid of the problems as far as the principal is concerned. Well that is not something the Minister would ever suggest in this House. So we have come across a great many areas—

Hon. Mr. Davis: Well, I have enough trouble with five school-haters at home without—

Interjections by hon. members.

Mr. Lewis: A superb theoretical structure. You put a human being into it and it would collapse.

Hon. Mr. Davis: Yes. All I am saying, Mr. Chairman, through you to the member for Scarborough West, is that I recognize that. All I am saying is that these are some of the thoughts of the Institute. Some of them are very good thoughts contained in this document. Even the member for Peterborough will recognize this. He said so a few minutes ago.

Mr. Pitman: Yes. It is a very good section, a very good section on transportation.

Hon. Mr. Davis: All right. So, it is not perfection and some of you do not agree with it. As I say—

Mr. Pitman: Purchasing and stores is very good too.

Hon. Mr. Davis: Well it is important. It accounts for some fair amount of the investment too.

Mr. Pitman: But—

Hon. Mr. Davis: Carry on. I am interrupting too much.

Mr. Pitman: Well, I appreciate the Minister's interruptions because it is only on this form of engagement that we are going to



have any interesting discussion here. But I think the point has been made that practically on every basic issue which we have discussed tonight the Minister is in opposition to the document. What I am wondering is how is the Minister going to bring in legislation which, I would hope, more democratically organizes our schools across Ontario. This is the only document—

**Hon. Mr. Davis:** Well, look here—

**Mr. Pitman:** This is the only document which has been received by the chairman of the board of education of at least every school in Ontario.

**Hon. Mr. Davis:** But it is my responsibility to bring in the legislation—not every chairman of every school board.

**Mr. Pitman:** But some of this legislation is going to be permissive legislation and that is where the crunch comes.

**Hon. Mr. Davis:** Mr. Chairman, I think we should be very careful. I do not want to wander away. We have a lot of votes to cover but I think we are speculating to a certain degree here in that we really are not discussing the estimates but rather possible legislation that the Minister may be introducing.

**Mr. Pitman:** One might even say that what we are discussing here is the fact that the money which is spent on the estimates in OISE may very well be destroying the work that the Minister is going to be doing under some other estimate. So I think that it is relevant.

**Hon. Mr. Davis:** I can just say this, Mr. Chairman. I assure the hon. member for Peterborough that nothing the institute does, or any other reports or information that comes to me, will destroy anything that we feel should be done. As the Minister of this department—

**Mr. Pitman:** Well, I am more than pleased by what the implications of that remark are. However, I just put this forward as what I think is not an Ontario kind of document and some of the difficulties which I see as the result of what has been—

**Hon. Mr. Davis:** Well, I do not want to interrupt again, Mr. Chairman, but I want to set some of this in perspective. I do not want to get into a lengthy debate because I am sure we will get into it in University Affairs. The member for Scarborough West

raised this and he too was very careful in fairness in his approach to it. I think we all want to look at this very carefully but he did raise two or three points and I had some of the institute people do a little homework over the supper hour.

Interjections by hon. members.

**Hon. Mr. Davis:** These are the figures the staff at the institute were able to make available over the supper hour related to a question of personnel. Now I think one section was the curriculum section if memory serves me correctly. There was some thought that 18 or so of the 26 or 23 were not Canadian. The actual figures anyway in curriculum are 11 Canadian out of 26, four from the Commonwealth and 11 from the U.S. Education administration: 12 Canadian out of 22; nine U.S. and one Australian. Applied psychology: 12 Canadian out of 20; one Commonwealth; seven U.S.; one other. Adult education: 11 Canadian out of 13; one U.S.; one Commonwealth.

**Mr. Lewis:** On a point of order. I am sorry to do this but I am going to do it. I do not want to prolong this estimate but I went over them pretty carefully too and you have included cross-referencing—cross appointments from other departments. There are included in those figures people who are in essentially administrative posts. I am quite prepared to go through with you if you want to. I do not think it is useful because the point that was being made was that it was an imbalance. But I—

**Hon. Mr. Davis:** Mr. Chairman, listen. The director himself recognized and explained the reasons why, in the growing process of the institute, because of the non-availability of personnel—

**Mr. Lewis:** Because they were not advertised not because of non-availability.

**Hon. Mr. Davis:** Well, all right. All right, Mr. Chairman, I do not think there could be any debate about this one. This one happens to be November, 1967, two years ago. The openings in Canadian universities and colleges, page—I do not know the page—19? The Ontario Institute for Studies in Education, 102 Bloor Street West—all of them two years ago, just one year roughly after the institute started operation.

**Mr. Lewis:** Well, I will bring the material.

**Hon. Mr. Davis:** I will give you this one. I think it is important.

Mr. Lewis: Oh, but I agree. However, as I—

Hon. Mr. Davis: But as I say, Mr. Chairman, I do not want to prolong this either because it is difficult and not a very easy area to solve. We would not solve it tonight.

Mr. Pitman: Well I wonder whether we might just solve one or two other areas—

Hon. Mr. Davis: Yes.

Mr. Pitman: —before we move on. One of the things which has been brought up is the fact, and the Minister mentioned this, that there has been a re-organization and a re-assessment going on within OISE. We welcome this, and we state without any hesitation whatsoever, that this is a very good thing. I cannot help wondering why we could not have done this more openly. For example, I think there is a task force and there is a committee of the board of governors. I am wondering whether the reports of either of these two have come down yet.

Hon. Mr. Davis: Well, this is another thing, I think, Mr. Chairman, that the member for Scarborough West indicated involved some degree of secrecy. I discussed this once again over the supper hour. There are two reports. One is an internal task force made up of some of the faculty. There is a group from within the board of governors. Both these reports are being made available on Monday. Fifteen hundred of them are going to be printed or are in the process of being printed. So there is nothing very confidential or secret about them. This is for the staff and the group responsible at the institute.

Mr. Pitman: Well, what I am wondering is, is it done by a committee of the board?

Hon. Mr. Davis: Yes.

Mr. Pitman: Well, what would happen now? I am wondering what will happen if the two reports are different, and I suspect they are the same, because I suspect that the—

Hon. Mr. Davis: —well, I do not know what the two—

Mr. Pitman: I suspect that the two will be very much the same.

Hon. Mr. Davis: Well, Mr. Chairman, I do not know what the reports are going to say. I do not know how close they will be.

But it is like the internal studies that are going on in many other post-secondary institutions. I would assume, obviously, that when the reports are available, very real consideration will be given to their implementation.

Mr. Pitman: And who will be deciding on the implementation? Will this be within OISE, or will they be coming with a change in the bill before the House?

Hon. Mr. Davis: Well, Mr. Chairman—

Mr. Pitman: Can you be specific?

Hon. Mr. Davis: Mr. Chairman, I can not comment on whether this would require any change in legislation or not. My own guess is that a goodly portion of any internal restructuring can be done within the scope of the existing legislation. I do not know. I have not any idea.

Mr. Pitman: If, for example, it was decided that the academic council should become a senate, this would have a very real implication for legislation which the province has passed. It would mean that we would have to bring it before the Legislature presumably. In relation to the University of Toronto, we have seen that they have had open meetings. A number of us have been to the meetings that have gone on about the restructuring of that institution. It would be much easier, I think, if perhaps more people had more input into whatever happens at the Ontario institute, particularly because it so basically affects the teachers in this province, and through them the students in this province, indeed the whole education system of this province.

Hon. Mr. Davis: But, Mr. Chairman, I do not know how you get this other input. I mean you have teacher representatives on the board of governors. You have representatives from the OTF sitting on the board.

Mr. Pitman: Yes, but I think it is only a committee of the board.

Hon. Mr. Davis: No, no. But obviously any restructuring will have to be done in consultation with the board of governors upon which you have teacher representation from the federation.

Mr. Pitman: Does this mean, then, that you will have the task force and the committee bringing separate reports down, and there will be a—



**Hon. Mr. Davis:** As I understand it, both reports are going to be published and made available.

**Mr. Pitman:** I see. They will both be published and made available, and we will have some debate on them.

**Hon. Mr. Davis:** As I say, I think they are very public documents. I am sure we can all get one.

**Mr. Pitman:** I would hope that as you begin to restructure and begin finding new roles for each of the departments, that you are considering the role of students at the institute in this restructuring. One of the things which I think is particularly disconcerting is the feeling that at least some students at OISE have, that they are not having sufficient roles in making decisions. And some of these students, of course, have been in the educational system for ten or 15 or 20 years. But they have not had enough input into what is going on in the institute, and it comes out as well in their concern over the kind of graduate programmes we are getting.

There has been a great deal of discussion and criticism that some of the departments are so narrowly structured that they can scarcely take any subjects outside. It seems to me, Mr. Minister, when the Hall-Dennis report is talking about the inter-disciplinary studies moving across the board, and trying to break down some of these subject boxes, that it is rather unfortunate that that attitude does exist within the structure of the institute.

As well as that, of course, the whole question of the role of students is desperately, I think, in need of reconsideration. We have discussed this in the House, and I think we are going to discuss it again and again. But we are reconsidering what the role of the student should be within the school setting and I think we are tending towards more and more democratization of schools. I think it is essentially important that the institute, which comes in contact with so many of the people who are going to be running the school system, who are going to be principals of our schools and so on, should at least experience that feeling at the institute and get some appreciation of how it can be done within the school setting. The Minister mentioned the principals' courses that go on across the province. I know that this is not the responsibility of OISE, but I think that is one of the problems that the principals' course has failed to quite comprehend—the changing role of the principal and the chang-

ing role of the student. So I would hope that certainly more would be done in that particular area.

I am interested as well in the projects in relation to Indians that have been going on there. Now this, I think, deals with the matter which was brought up by the member for Scarborough East. Now I think this is a project for which all of us can very heartily applaud. I was rather disappointed in the Minister's remarks during that debate we had on Indian Affairs. He rather acted as if the Indians had just got off the train at Union Station and we were just comprehending their existence in the province in dealing with them. But nonetheless, I could not quite—

**Hon. Mr. Davis:** That was your interpretation of my remark?

**Mr. Pitman:** Oh, yes, I know that—

**Mr. T. Reid:** You say that the train came in the morning and I say it came in the afternoon.

**Mr. Pitman:** Well, I would like to commend what is being done by the institute. I hope perhaps someone from the institute can tell us what is going to happen now. Where do we stand in Indian education? I think, as the Minister remembers, I was pushing very hard to see that particular thrust continued over the last summer.

Unfortunately, I think there was a delay. Now this is a problem which perhaps would indicate the kind of problem enmeshing the institute and the department, because it was my understanding that the institute was quite ready to go ahead with this project and quite ready to set up this opportunity for Indian young people, Indian teachers and what you might say is the ordinary teacher in Ontario who is teaching Indian students. They were to come together as a group, with the mothercraft implications and all these things. It seemed like a very exciting project, and then the thing was stopped last year. But I assume it is going on this summer. Is that an assumption which is a safe one?

**Hon. Mr. Davis:** I think that is the assumption that you took from my remarks in the House when I said it would.

**Mr. Pitman:** Yes, that is right. And it is still going to be going ahead this coming summer?

**Hon. Mr. Davis:** To the best of my knowledge.



Mr. Lewis: It went on this summer, did it not?

Hon. Mr. Davis: Yes, yes.

Mr. Pitman: It did go on this summer?

Hon. Mr. Davis: Yes, yes.

Mr. Pitman: Perhaps we might get a report on that. I think this is one of the most important things which OISE has done.

I have talked about research and now I would like to commend as well the attitude which I think is now developing in the institute towards the area of development, because I think this is the most important area that the institute is involved in. First, I would like to say how much I like a new book, you might say, in the communication area. I think it is a new publication—*Orbit*, is it?—that you have just brought out. That, I thought, was a first-class effort on the first issue which came out just a few weeks ago.

Now that, I think, is an example of the institute reaching out and saying something to teachers across the province, and putting it into their language and making it relevant for them. I would hope the institute would be able to do something of that kind in many other areas. I have looked at, I think, practically every publication that the institute has brought out, and so many that are really, you might say, research documents for researchers, and it is awfully important that there be some intercommunication. But we need far, far more the kind of publication which I think that one represents.

It would not be right for me to sit down without also saying that I have seen what the institute can do on a local basis, and what I appeal to the institute to do is to spread that kind of activity. Now the member for Scarborough East has mentioned the development of the centres. He suggested that perhaps we should put one in northern Ontario, and I concur with that.

Hon. Mr. Davis: I would just like to inform the hon. member that the institute also concurs. There are plans for, I believe, Thunder Bay. What was the second, Dr. Prueter? Sudbury?

Dr. Prueter (Ontario Institute for Studies in Education): (inaudible).

Hon. Mr. Davis: Do you know where that is?

Dr. Prueter: I have an idea about it, but I will have a little more to say later on.

Hon. Mr. Davis: Yes, all right.

Mr. Pitman: Well, I am pleased to see that the centre is going out into the province. I think that the centre represents really the only hope for the . . . at the institute. Because in that particular situation, the individuals who were involved in the situation realized that the main thing that had to be done was change the attitudes and views of teachers who were in the field. They realized they would have to take time, many months of time, to talk to teachers who were in the field. They realized that essentially there would be nothing happen in individualization of their school programmes unless those teachers felt it was important enough for them to become committed. And they were willing to take the time to allow that commitment to take place. It is a time consuming, costly operation. It is a demanding one and it is a very delicate one because I think the obvious thing that an expert does when he moves in is to solve all the problems as soon as he gets there. That is obviously the role which experts are intended to play and the gentlemen who were involved—

Hon. Mr. Davis: It never happens in our Legislature.

Mr. Pitman: No, we are much more sophisticated than that. But I do suggest that that is the kind of activity which will make OISE a source of great interest and enthusiasm on the part of the teachers of Ontario. We have only reached out to a very, very, very small number but the opportunities are tremendous. Perhaps a member of the institute would indicate how far this field development of the programme is going to go because I think that is essentially where you are going to save the Ontario institute.

That is where salvation lies—in going out and contacting the teachers across this province and involving them. These centres might not necessarily become research centres because I do not think the institute's policy is the establishment of research and development centres as in the United States. I do not think there is any possibility of setting up one of these in every county, although I think one could hope that there will be one for every few counties in Ontario.

I cannot help feeling that this is where the Budget should start to move. I noticed that you said 40 per cent. I am sure that it was \$4 million. There was something like \$6 million for research and development. I cannot appeal more than to suggest that this

is the area where the real money should be placed over the next few years if you are making up priorities.

The other problem is going to be very difficult because it involves the graduate schools syndrome. You know, published research is the thing that gives status, position and place, employment and future progress up the pole of professional development. And somehow you have to recognize in an institute which has begun on that kind of a direction that the fellow at development work is as important and is as worthy—in terms of future movement in the profession—as the work that is being done in research. And that is going to be very, very difficult.

I think this is the only way I would suggest that you are probably going to really draw people from Ontario. We have talked about this. I am not going to rehash this again. But I think that the people who are really committed to education in Ontario are going to make a real contribution in that sector of the Ontario institute if you give them the headway to do it. Do not make them second-class citizens to all researchers and all the paper producers and all the paper presenters at all the research conferences on the continent. I think that is going to be one of the most difficult things of all. I am sure you want to say a bit more about this. I would hope perhaps that the members of the institute would like to comment on one or two of the areas that I have brought up in terms of student involvement in the institute, in terms of the development centres and so on, and the Indian programme particularly.

**Mr. Chairman:** Would one of the gentlemen like to comment on the present Indian programme?

Interjections by hon. members.

**Dr. Abbey** (Ontario Institute for Studies in Education): Mr. Chairman, I have an extract from a progress report which the co-director of the Indian project submitted to me October 15. It has not been dressed up for public consumption and so some language may be technical. I cannot remember the details but with your permission I will read it. This is his description of the project which is entitled *The Improvement of Indian Education*. It is written by Dr. Harvey Narrol. The statement says:

This summer I spent seven weeks on Manitoulin Island Indian reserve carrying through a token economy programme along with Dr. Garnet McDiarmid, co-director

of the project, three research assistants, nine teachers, three recreation staff and clerical help. The project was designed to evaluate our ability to train reserve experienced teachers to utilize the recreational incentive programme mediated by tokens (play money), which would be given for school work completed, in order to motivate Indian children from Grades four, five and six, to improve their reading and arithmetic to a noteworthy degree. Half of the teachers seemed enthusiastic concerning the results of the programme. They felt that there was a notable improvement in the application of the students to their work and a notable absence of disciplinary problems. The same teachers felt that there was a definite improvement in the children's academic performance. It is difficult to accept these testimonials at face value for attendance was surprisingly low considering the incentives offered. It may be that the trouble-makers and poorer students stayed away. However, the pre-post comparisons on the arithmetic achievement do indicate some significant improvement for some grades.

Many of our difficulties were caused by three factors. First, neither the teachers nor we were able to react quickly enough to the curriculum problems of the extremely low achievers, thus losing many of them due to the inability to earn incentives. Two summer motives, that is free play outside the programme, parental demands for the services of the children, and so on, often overpowered our incentive programme. And three, our inability to convince the teachers that much of the data collection that the research assistants carried out was needed only for the research and not for running the programme for practical purposes.

That will deserve a comment, I am sure.

We learned a great deal during this summer project that would help us train teachers to use token programmes or less formalized incentive programmes to obtain notable scholastic improvement in their pupils. We are selecting better achievement measures, preparing more viable curricula and systematizing data collection in ways that will solve many of the difficulties we experienced this summer. However, actual classroom testing of such systems during the regular school year must be carried out to gain the knowledge that we now seek. This will be done as soon as the November re-assessment of project, pupils



and teachers has been carried out. The re-assessment will tell us what durable results were attained by the summer project before we introduce improved methods.

That is the end of the progress report.

**Mr. Pitman:** Does that mean the programme will be continuing next summer? I take it that it is not a token economy programme but token economy programmes. That is a—

Interjection by an hon. member.

**Mr. Pitman:** Yes that is what I thought.

**An hon. member:** This government is never involved in tokenism.

**Mr. Pitman:** I would hope that someone would answer the questions that I have brought up.

**Dr. Flower (Ontario Institute for Studies in Education):** This was the question with reference to student involvement? Is that correct?

**An hon. member:** Yes, that is correct.

**Dr. Flower:** I think that it would be fair to say that OISE in its brief history has moved farther and faster in involving our students in our policy making and decision making generally than almost any other institution one would like to name. The task force, for example, to which reference has been made has included full student participation. There is already full student participation in the decisions that are made with reference to our graduate programmes at this stage. There is student representation on the various review boards, to which proposals for projects and so on are subjected. I think we are also likely to find, although I myself have not seen the advance task force report, recommendations which may well suggest changes which certainly would ultimately require legislation to give students formally a more active role in the governing sector of the organization.

**Mr. Pitman:** Are students involved in all the departmental committees?

**Dr. Flower:** This varies to some extent from department to department, but we have been engaged over the last year with the active assistance of students, in working out the procedures for the guidance of departments in the governance of themselves. It would be a very unusual department in which a major decision was taken—certainly with reference to graduate programmes—in which the student voice was not very actively heard and heeded.

**Mr. Pitman:** Is the inter-disciplinary approach becoming a reality?

**Dr. Flower:** I would say the moves are all in this direction. You understand that we began with very little in the way of specialization. Suddenly, we found ourselves gathering together what for us were rather massive resources. One could hope that they will become even more massive, because they are needed. The necessity to move quickly meant necessarily that you developed a great number of specialized programmes. We are now at the stage—and have been during this past year—of looking at what we have been doing—and indeed this was some of the sorts of thing that was referred to by the member for Scarborough East—and certainly one of the things that is happening is the loosening up of what may have been unnecessary restrictions. There are still a good deal of restrictions which students will agree make sense.

**Mr. Chairman:** Mr. Newman has been waiting very patiently here for three hours.

**Mr. B. Newman (Windsor-Walkerville):** Well, Mr. Chairman, I am not going to repeat any of the comments that have been made earlier, otherwise we would be here probably until the middle of next summer. However I would like to—

**Mr. Chairman:** Excuse me, Mr. Martel.

**Mr. G. W. Martel (Sudbury East):** Excuse me but—

**Mr. Chairman:** I think, Mr. Martel, in all fairness to Mr. Newman he is entitled to his comments. We have lots of time. We are not rushing here and if you wish to go back and question the Minister about the Indians it will be all right.

**Mr. Lewis:** May I ask a question on that. If there is a specific sort of area, can we get it out of the way and then move on to other things?

**Mr. B. Newman:** I will concede the floor to the gentlemen because I think they should follow up on that.

**Mr. Chairman:** Thank you, Mr. Martel.

**Mr. Martel:** I did not get the impression that you were overwhelmed with the success of the programme on the Indians this past summer. Maybe I just read that into it, but I would like to know how many Indians were involved on the team that went in. In other words, how many Indian educators



were with you that formed part of the team that was doing this sort of work?

**Dr. Abbey:** I think this is an answer that I would have to check with the project director, but I believe that at least half of the research assistants and the teachers were experienced on the reservation.

**Mr. Martel:** They were Indians.

**Dr. Abbey:** One was white and four were Indians.

**Mr. Martel:** Thank you. The reason I pursue this is maybe because, as I said, I read into it that you were not quite as optimistic with the results as you had hoped for. It seems to me that when we deal with Indians, we deal with a white man's mentality. You know, it is hard to overcome. We are naturally different from them, and if we are going to be successful in dealing with Indians we are going to have to find the Indian people who are extremely well educated, who understand the Indian makeup, if you want to call it that, to really get to the children. It is a problem, I understand from talking to Indian teachers or white teachers who have taught on Indian reservations, that the kids do not communicate and that when you talk to Indian teachers they give a different reply. They are not as outgoing as we are but nonetheless they are getting the point. They are getting the message or whatever we are trying to convey to them. And without this type of interplay between people who have the same psychological makeup, can we really evaluate the value of a programme?

**Dr. Abbey:** I do not think I can comment on the evaluation research with respect to minority group research at this point, except to say that there have been qualified anthropologists involved in this study and consultants from the Royal Ontario Museum. The evaluation programme as it extends over several months will give us some of those answers. I think you need the involvement of the group certainly. The statement that you need well-educated—I presume social scientists from that particular minority group in order to really understand the problems—poses a rather difficult question in terms of the training of them. I am not sure they are available. Certainly we do not have on our staff people representative of all minority groups who can conduct that kind of research within the group.

**Mr. Martel:** This might explain why you are not as happy with it as you might be.

**Dr. Abbey:** I think this is a very realistic assessment from the two project directors. They were not as happy as they hoped they would be.

**Mr. Lewis:** Did you not say the co-chairman of the project?

**Dr. Abbey:** No, there are two involved. Neither of them is as happy as he might be.

**Mr. Martel:** Mr. Chairman, I think this might be the basis of this. We have got to understand the way these people will react to situations before we can evaluate what we are doing. And unless we have that in us, we could be way off base in the analysis or conclusions that will arise and we could be way out in left field, could we not?

**Dr. Abbey:** We could say that is why the study is conducted on the reservation and not here.

**Mr. Chairman:** Mr. Apps.

**Mr. S. Apps (Kingston and the Islands):** I think these programmes were going on during the summer and you had problems getting the numbers that you wanted because they did not come. You felt that this was one of the areas in which you were somewhat disappointed, that you did not get the number of people that you would like. Well is this uncommon among any other types of groups? If you had young white children who did not want to go to school in the summer for some particular project I am sure you would get a lot that would not arrive. I do not think you should be discouraged because of the fact that you did not have that many youngsters showing up, because I think that is common in any group of young people.

**Hon. Mr. Davis:** It is a point well taken. Mr. Chairman, Mr. Apps is speaking from some personal experience perhaps—

**Mr. Lewis:** It is an excellent point. I think in a sense, Dr. Abbey, it is one of the sort of miniature reflections that reverts to some of the other things which were raised on the problem that some of us are posing. You had 58 kids at the Walpole Island project for which you have five white teachers and four Indian teachers. You had one anthropologist researcher working in the field for a year. You had Dr. McDiarmid and Harvey Narral in for the summer months. You used a highly mechanistic approach involving incentive rewards based on the token system which supposedly dealt with the problem of motivation for Indian children and then you

were very surprised, as I understand it, that large numbers of them stayed away and continued not to come. One of the reasons alluded to in the material indicated that it might have been the troublemakers and the poor students that did not come.

We make those pre-suppositions in white cultures sometimes too. But the reality is, of course, that we have an absolutely staggering problem around Indian education in the province of Ontario which has been highlighted in this Legislature for the last couple of years dramatically from occasion to occasion, if the Minister will agree.

Now we have had one research project emanating from OISE on theoretical research grounds, which may or may not prove useful. The outcome is not as pleasing to the researchers as would have been thought and is not unpredictable to some who had looked at it. We come now to the province of Ontario in 1969 with this enormous problem. We have the institute which could be a tremendous reservoir of strength in this area and we have one Walpole Island effort which in productive terms may well lead nowhere, or at least it will lead somewhere by perhaps eliminating something.

The institute could have, it seems to me, might well come through in a way that would be quite dramatic if some of these thematic things about which you are now talking could emerge, and we are inclined to give support to that.

But those are very real Indians. Inner-city kids, as the member for Scarborough East said, the French-Canadian realities, these are the compelling realities of some of the Ontario problems too. It is a pity that one can read this vast list of projects which I read off to you which are ongoing, and some of them funded lavishly. This one was funded to the tune of \$45,000 and whether it will continue or not is up in the air. But the productivity is questionable and yet we have this tremendous anxious problem still left hanging.

**Dr. Abbey:** Mr. Chairman, you may wish Dr. Prueter to comment on the Blackfoot Indian project as well and the intents to generate a more integrated approach to the teaching of history and the culture to that group.

**Mr. Lewis:** You did some work on the approaches to Indians in social studies texts and history texts in the institute.

**Dr. Abbey:** Yes. Again Dr. McDiarmid was involved in that.

**Mr. Lewis:** I would just like to interject here and ask if OISE is anxious to have more Indian research projects initiated in the immediate future?

**Dr. Abbey:** I think we would initiate projects in a great many areas given enough resources to do it. That includes manpower as well as financial. I think there is a strong drive to become involved with the inner city or the minority group research.

**Mr. Chairman:** Are there any further members wanting to speak on inner city? Mr. Martel.

**An hon. member:** We could get down to some of the nitty-gritty maybe—

**Mr. Martel:** Mr. Minister, most of the textbooks that are used do not depict a very decent picture of Indians. The white people fought him. These were wars and the Indians fought back. Or they were savage butchers who went around at night scalping white people. It depends on what side you look at. There has not been a really genuine move in Ontario to improve the nature of the textbooks to any real degree, or even to clean up the rowdy films we see all the time about the Indian being a savage. I think basically we have to start there. We must create some pride in being an Indian, and not the garbage that has been cranked out at random whether it be in the film world or in the textbooks and the books we read. We must start to give him some sense of identity and pride in himself and in that identity. I wonder if OISE—because The Department of Education has failed to do so at this point—has contemplated, as my colleague says—

**Hon. Mr. Davis:** Mr. Chairman, I have really great hopes for the potential of OISE too, but I wonder if we are not really anticipating too much from them. I think the department has some responsibility in the area of curriculum and—

**Mr. Martel:** But seven years—

**Hon. Mr. Davis:** All I want to make is this point relevant to the books on circular 14. Read through them. We have had some correspondence with Mr. Chrétien (Federal Minister of Indian Affairs and Northern Development). It is interesting that he sent us a list of books that were off circular 14 some ten years ago. If we sort of up-date our thinking on some of these things, we may



find that the situation you suggest does not exist now. I cannot account for the late-late movies.

**Mr. Lewis:** Are you saying that circular 14 does not include a lot of demeaning stuff about the Indians?

Interjections by hon. members.

**Mr. Martel:** On that particular point—

**Hon. Mr. Davis:** I have not quite finished with circular 14. The department has been for the last number of months—and we have corresponded with Mr. Chrétien on this—doing a thorough review to see just whether there is anything left that might be considered in this fashion.

**An hon. member:** There certainly is.

**Hon. Mr. Davis:** Well, we do not think there is very much. There may be some because we have not finished yet. But it is just about complete. As I said in my reply to Mr. Chrétien, some of the books that were listed by him are not even on the list. They have—

**Mr. Lewis:** Mr. Minister, I can read it for you.

**Hon. Mr. Davis:** We know that we have not finished. But it is getting there. The point I am making is that I do not think you can expect the institute to go through all the textbooks, approved or otherwise. That is all I am saying.

**Mr. Martel:** My colleague said that you do turn out papers—position papers, and so on. Would it be possible for your institute to undertake a study to put out a book that gives the real side of the Indian, which might be the basis of starting to give this identity to the Indian? Maybe the Minister would commission it or something like that.

**An hon. member:** It would take an Indian to give the side of the Indians.

**Mr. Martel:** There are educated Indians in the province. I am sure you could find research funds for this sort of project. I am wondering if OISE would be in a position to undertake such a—

**Dr. Abbey:** I think Dr. Prueter can answer that question. In specific reference to the film that you mentioned—

**Dr. Prueter:** Mr. Chairman, I would like to tell you about one interesting project along

this line which is now 2½ years old. The project director was a secondary school teacher in this province by the name of Miss Blanche Snell. Her committee, and this is an inter-departmental project of The Department of Education, OISE, College of Education, and now the federal Department of Indian Affairs is involved. The purpose of this project was to take one tribe of Indians and produce multi-media materials—that is in print, in film, film-strip, overlays, wall charts and so on—depicting the past and the future of an Indian tribe as the Indians themselves saw it. The purpose was to demonstrate a method of teaching social studies in the hopes that other ethnic groups and other racial groups would feel encouraged to produce their own sort of material for their own purposes.

Now, this is essentially a development exercise. It was not a true research exercise. It is being evaluated though. First of all, it was evaluated last year on the reservation by the Indians themselves to try to remove the white man bias which they claimed was going to be involved no matter how carefully we tried to avoid it. They are now satisfied that this material faithfully depicts their history and faithfully depicts their expectations for the future.

Now, with a grant from the federal Department of Indian Affairs, we are developing the prototypes of this. We plan to field-test it in Indian schools and in non-Indian schools in Thunder Bay with the co-operation again of the federal Department of Indian Affairs. And again with that additional co-operation we hope that this may be put in all schools in Ontario to help the Indians to identify themselves and their futures and to help other non-Indians to understand the Indian peoples. This is a very interesting project, sir.

**Mr. Chairman:** Yes. I would like to share with you gentlemen a true story that I heard last year. It concerns a child of five years of age who lived in an Arctic settlement composed entirely of Eskimos except for twenty white people. She was bilingual Eskimo-English. She returned to the United Kingdom with her family for a period of two months and—the influence of television on children is pointed up in this—when she returned, on the way north they stopped at a place called Great Whale River, which is half-Indian and half-Eskimo. They camped in tents because there was a housing shortage and the child would not go out of the tent without her parents to play. When they enquired why, she said she was terrified of the Indians.



Eskimos were fine, but after two months' exposure to television in the United Kingdom, watching westerns, the little child was absolutely petrified to go out for fear of what might happen with the Indians. This still happens and I found it very interesting.

Mr. Newman, you have been very patient.

**Mr. B. Newman:** Mr. Chairman, I will be very brief because, as I mentioned earlier, practically every topic that we could think of has already been discussed in this portion of the estimates. However, as does the member for Kingston and the Islands, I also have a pet project that I think could be undertaken to study by the group. That is the relationship between athletic skills and academic achievement. In the past, we have always looked upon the athlete as being a lot of brawn and no brain. From my own personal experience I have found that, even though the athlete may not have been the most brilliant student that first time he partook in athletics, the better he became in athletics, the better he became as a student. I would like the institute, as I said earlier this happens to be a pet project of mine, to undertake studies on a project like this.

However, in spite of all of the studies they may undertake, Mr. Chairman, and in spite of all the abilities of the staff at the Institute, I would like to point out to them that there still is need for some basic research in the institute. You cannot put an 8½ by 11 inch brochure or folder in a six by nine inch envelope. This is the type of material that was sent out by OISE. It just does not fit.

Interjections by hon. members.

**Mr. Chairman:** Excuse me, but Mr. Reid is next, Mr. Martel.

**Mr. Martel:** Just one brief comment—

**Mr. Chairman:** I am glad the members have returned with some humour this evening.

**Mr. Martel:** The Minister indicated that OISE was going to move north and into the Sudbury area. I would like to know when and in what field.

**Dr. Prueter:** Mr. Chairman. Last year we were encouraged by the total academic staff, by The Department of Education, the Ontario Teachers' Federation and the trustee's organizations in this province to launch into field development work. It was felt at that time that we should move slowly and experiment

carefully, and so the three centres, the existing three centres, were located. The tentative plan that has been approved by our board of governors is that we shall expand these centres as resources become available, and it was anticipated that perhaps two additional centres per year would be a reasonable rate of growth. I have, this fall, visited in all parts of Ontario. I have discussed the work of these centres with all of the people with whom I was able to get together—teachers, school administrators and trustees—and we had been invited into a number of parts of the province. So perhaps I am a little bit restless. I feel that two a year is a little bit slow, but perhaps it is a little more realistic.

I worked with the development advisory committee, which is made up of members from the Teachers' Federation, the Assistant Deputy Minister representing the Deputy Minister of the department, trustees, members of our board of governors and members of the school officials. That group met all day today and they will recommend to our board of governors at the next meeting of the board of governors that two additional centres be established, beginning September of next year, in Thunder Bay and in Sudbury. That would be the recommendation which our board of governors must consider. If that recommendation is approved, then we will proceed immediately, and the centres will be in operation not later than September, 1970, Mr. Chairman.

**Hon. Mr. Davis:** Mr. Chairman, to Dr. Prueter. Does one anticipate that the submission from the institute to the department and Treasury Board then will be somewhat increased over this year in order to accommodate those? I would like to know just so that I can get, in advance, the support of my colleagues. I am being very facetious, Doctor. Do not take—

**An hon. member:** Yes, but we would like to know the answer.

**Hon. Mr. Davis:** I know the answer.

Interjections by hon. members.

**Mr. Martel:** Did you say that you would be in Sudbury by this summer to offer the administrative courses leading to such things as guidance and so on? Hopefully that rumour is correct. Is there any possibility? We will give the Minister the money if necessary to get him there by July.

**An hon. member:** Out of your own pocket? That would be tremendous.

**Dr. Prueter:** The answer there is no. These are field development centres. The graduate studies aspect is a different problem, and a very real one. I was in Sudbury last week, and I had a stormy session, though a very pleasant session. We were invited to come into Sudbury with a field development. Certainly the need is very great for an extension of graduate studies, and the people there are able to express their point of view very clearly. There are no plans at the present time, for a number of reasons, to extend graduate study facilities beyond Toronto.

**Mr. Martel:** Why always this Toronto? Everybody comes to Toronto. You know, this should come to the rest of the province.

**Mr. Chairman:** Mr. Reid.

**Mr. T. Reid:** Mr. Chairman, I would just like to wind up my remarks on this. I want to touch on the regional centres again. Could I ask whether or not the London regional centre advisory committee had representatives only from the administrative side of education, or have you persuaded your colleagues out in London that they should have some teachers, some parents, and perhaps even some students on that advisory committee in London.

**Dr. Prueter:** Mr. Chairman, I attended the meeting of the founding group in London. At that time they stipulated that their advisory committee should consist of only three administrators and three members of the OTF. This particular centre—each centre will operate differently which is the way it should be—stipulated that they would ask OTF to name three representatives. In some other areas they are actually naming teachers. One representative, if I remember correctly, from trustees, a representative from the University of Western Ontario and the University of Windsor, one representative from the two teacher colleges, and one representative from the College of Applied Arts and Technology. This was to be the composition of that committee.

Now in the case of the St. Catharines area, they followed pretty much the same. We laid down some guide lines initially but they chose to do it rather differently. They chose to have the regional office of the Director of Education—I should have mentioned in London that is the case too. In all of these cases we are trying to identify and co-ordinate the resources which exist within a community and then bridge our institute to the field. The advisory committee in St. Catharines is a committee of 12 people and this committee

is representative of all the school systems within the Niagara Peninsula. In some cases they are teachers, in some cases administrators, and so on, but it was just a matter of the method of formation. This is the case.

If I may, Mr. Chairman, just mention the way of working of these committees. The committees meet, talk about the matters that are of the most significance to them in any particular part of Ontario, identify the number of areas in which they would like to make some impact, and then establish sub-committees which are equally representative to make this attack. For instance, in Niagara the other day, I was at a meeting there, and they decided they wanted to do something in special education and several members of his staff had been invited to be a part of a working committee made up of the special education consultants who exist in the area and some teachers of special education, to identify what needs to be done; who is best qualified to do what part of it, and how our research and development programme can be built within the institute to meet the needs in the Niagara peninsula. This is the basic method of approach.

**Mr. T. Reid:** That is very helpful. Just before we leave this—I would like to know if it is true that the budget of each of the three existing centres is approximately \$40,000 each. If so, the budget for operating three centres would come to a total of only \$120,000 out of a total budget of \$10 million. If that is the case, are you not trying to make too much of the regional development centres?

**Dr. Prueter:** I think that is quite true, Mr. Chairman. The decision to establish these centres was made in mid-year when budget moneys had been directed in other ways. But the institute said, "We believe in these centres. We want to encourage them," and they willingly gave up moneys which had been budgeted for other purposes, so that actually we have now about \$70,000 for each centre. We anticipate that the staff of these centres will never be very large, though experience may change this, and at the present time we have budgeted for two people—that is either two members of academic staff or one academic and a professional person—in each centre, and a secretary. We could not operate this year if we had to pay rent, so in each case the school board in the municipality where the centre was located has given us very good accommodation at no charge. If rent had to come out of this, we



would not have any money for the programme.

**Mr. T. Reid:** That is very helpful. I know in the annual report in the other document and in your conversations with me, you stress the importance of the decentralization of OISE, the lack of which, of course, is one of the criticisms that has been made of OISE. I would just like to encourage you with this type of decentralization.

**Dr. Prueter:** I should add too, sir, in connection with this, that that is the actual amount of money that I have to disburse. When I go to a department in the institute and say that we want help in such and such a matter, I have not yet been turned down, and then of course that is additional money in a sense.

**Mr. T. Reid:** I just might pass on to the institute, Mr. Chairman, a comment made by the director of the Sudbury school board. This would be quite applicable to the proposal from the committee to the institute's board on the nature of that centre in Sudbury. He suggested that money from OISE be used to develop local clinics in the areas of educational psychology, teaching for retarded children, and so on—that money should be used at the local level, not in Toronto, which is far away from the north and their problems in education. Hopefully you will draw in all sectors of the community in Sudbury and any other northern one, perhaps a bit more broadly based to start with, which as you know is the important period when priorities are often determined. That concludes my remarks on the centres, Mr. Chairman.

I would like to say something very briefly about what the member for Scarborough West has said about the de-Canadianization of the institute, or the predominance of, say, the American values as expressed through nationals from the United States in certain sensitive departments in the institute. I agree very much with what he says on this, and we will be discussing this, of course, in the University Affairs estimates as well. I would like to point out, although subject to checking the facts a bit more, I agree with what the member for Scarborough West said. I think it is very important to draw to the attention of the members of the committee and anyone listening to this debate that it may be unfair to pry out all the evils of the failure of the education system in Ontario—one could document this and we will do it in University Affairs estimates—to protect all our

education institutions from this type of de-Canadianization. The university issue, including OISE, in this regard is critical. It is one of the key issues in education in Canada. One can go from the universities to the high schools and, indeed, I maintain you can go right down to elementary schools where you find what I call de-Canadianization—a neutrality, a neuter teaching of Canada which is our nation. And I just simply say that there is a general failure of government policy in this province, particularly, I think, because the opportunities are so immense. There is also a failure with the federal government on its part as well. So I just say, I think the issue is much broader. I think the problem at OISE is part of a general problem, a general failure.

The third comment I would like to make, Mr. Chairman, is just to ask the Minister whether the Council of Ministers of Education of Canada has a formal relationship with OISE of any sort?

**Hon. Mr. Davis:** No, no formal relationship at all.

**Mr. T. Reid:** Would you think it is really a national institution?

**Hon. Mr. Davis:** Yes, although funded pretty substantially by the province.

**Mr. T. Reid:** No, I could fairly get into the discussion with regard to another institution.

**Hon. Mr. Davis:** I see, all right.

**Mr. T. Reid:** OISE is very much a national institution.

**Hon. Mr. Davis:** I have been very generous on behalf of OISE, through the Council of Ministers of Education, to the extent of saying to my colleagues, other Ministers of Education, that anything we produce, document, develop in the province is obviously available to the other jurisdictions.

**Mr. T. Reid:** I would just like to point out that only two-thirds of the Canadians studying at OISE are from Ontario. The rest are from outside Ontario. It is very much a national institution. I would just suggest to the Minister, and perhaps the Council of Ministers, that they develop a closer relationship with OISE.

**Hon. Mr. Davis:** Are you suggesting perhaps that we should ask other departments for some financial contributions?

**Mr. T. Reid:** I think you should be asking the government of Canada for some financial contributions.



Interjection by an hon. member.

**Mr. T. Reid:** The final point, Mr. Chairman. We have said a lot about OISE but I just want to bring to the attention of the committee an issue that I think has developed and needs some explanation directly from the Minister. When we were on the main office estimates, I queried the Minister on the increase in the maintenance costs and said it was astronomical. He replied at that time, and I quote from the carbon copies of *Hansard* for this committee:

*Hon. Mr. Davis:* The increase was due to \$340,000 being taken from OISE and being put into that maintenance fund. It is really a financial transfer of an item of some \$340,000 that was incorporated in the OISE budget for the testing procedures. There is a comparable decrease in the OISE budget.

I wonder if the Minister could tell me when the decision to remove that function worth \$340,000 from OISE and put it into his head office was made.

**Hon. Mr. Davis:** Mr. Chairman, I have not read *Hansard* yet, having been a little busy. I forget exactly how it was phrased. The item for \$340,000 for the testing programme had been paid for or developed by OISE. This amount is not included in their budget. It is now in the head office vote. Mr. Chairman, I think the decision to do this was made some four or five or six months ago. Somewhere in this neighbourhood.

**Mr. T. Reid:** What, May or—?

**Hon. Mr. Davis:** Somewhere, I would—no, just a second, it was earlier than that. It was last fall. That is right. And then there were some further discussions with other organizations suggesting how we might continue with this for the next couple of years. No, it was last fall, about a year ago now.

**Mr. T. Reid:** Which specific testing procedures were involved? Are we talking about SATO?

**Hon. Mr. Davis:** No, I do not think it was SATO. There were—Dr. Andrews, you will recall the exact—

There is the SACU, the SATO—

**Dr. Andrews** (Ontario Institute for Studies in Education): Yes, it is the ability test and English language test that are conducted by SACU, that is the Service for Admission to Colleges and Universities in Canada. The money was taken from our budget because we act now in effect, as a contractor for

SACU. So that Ontario pays its portion to SACU rather than to us.

**Mr. Lewis:** Is that ETS?

**Dr. Andrews:** No, we work co-operatively with ETS as a contractor in developing the tests for SACU.

**Mr. T. Reid:** You are their Canadian—

**Dr. Andrews:** We prefer to think of them as being our American contributors.

**An hon. member:** Some of these fellows should be in political life.

**Mr. T. Reid:** Right, that is helpful. Mr. Chairman, I just want to get to the bottom of this particular issue here because this is a case study based on memorandums from the institute. To my mind they raise a lot of questions. These are directives that go straight from OISE to directors of education, principals and so forth in the Ontario system. And the question I want to ask the Minister is this—I will give him the details of this case study in a moment—: Does OISE have the right to tell schools what they should do? Is OISE recognized as an arm of the department? If it is not, why should its suggestions carry such weight?

Now, just let me let the Minister know what documents I have here. This is a memorandum to regional directors of education, directors of education, principals of secondary schools, heads of guidance, and so on. It is from the SATU co-ordinator. It is dated June 24, 1969, and it is regarding the discontinuance of SATO. Here is the first sentence to give the Minister some idea of the language that is used in this. There might well be a simple explanation for it.

The scholastic aptitude test of Ontario, SATO, will not be administered in 1969-1970. It is likely that the programme will be discontinued. There are several reasons for this.

The memorandum lists four reasons which seem to make sense, then it concludes:

While we regret that the decision to discontinue SATO at this time may exercise some hardships on some schools,

then it says—it almost sounds like a Minister's memo—

—the decisions on whether to test, who to test, when and where to test, what test to use are left to the school.

Well, here you have a memorandum going out from OISE to all the people involved in

education—I notice it is not addressed to the Minister, by the way, or a Deputy Minister in his department—really laying down, as I read it, the conditions under which the schools in our province will evaluate—

**Hon. Mr. Davis:** I do not think it does. I do not think it does at all. I think it is really just notification that the institute as agent is moving out of the responsibility for the administration of these tests. I think it is nothing more and nothing less, the last paragraph is an indication that if the schools had been relying on this, that obviously—and this was also a subject of dialogue between the Department and the Boards—the schools would be administering their own testing procedures. I do not recall the four specific reasons there, but as the member himself suggested they had great validity for making the decision that they were moving out of the testing responsibility. I do not see anything unusual about the memo.

**Mr. T. Reid:** Well, I think we might just have—

**Hon. Mr. Davis:** Yes.

**Mr. T. Reid:** It seems to me that here is a memorandum from the Ontario Institute of Studies in Education simply stating flatly that from now on the SATO will not be administered in 1969-1970.

**Hon. Mr. Davis:** But they were the administrators of the test. The decision was made—

**Mr. T. Reid:** Can they decide—Now let me—

**Hon. Mr. Davis:** Yes.

**Mr. T. Reid:** Can they decide unilaterally on an issue like this of fundamental importance to the evaluation procedures, for example, *vis-à-vis*, the universities?

Interjection by an hon. member.

**Mr. T. Reid:** Or simply to just discontinue?

**Hon. Mr. Davis:** It was decided in full consultation with the department that the institute has been acting—I do not know whether they like the term agent—but they had been acting as the agents for the testing procedure. And the communications prior to this time for the testing procedures had been from the institute.

**Mr. T. Reid:** Is there a formal agreement between the department and the institute

that they are the ones responsible for the testing?

**Hon. Mr. Davis:** Well, I do not know whether there is a signed document between the Minister and the Chairman and the board of governors, but there is a very clear understanding with respect to this particular item indeed.

**Mr. T. Reid:** They were writing this on behalf of the Minister?

**Hon. Mr. Davis:** They were not writing on behalf of the Minister. They were writing on behalf of the institute, that agency which had been administering the tests—notifying the school system which had anticipated they would be continuing to administer the tests that they were no longer doing so for the reasons set out therein.

**Mr. T. Reid:** And did the Minister originally . . .

**Hon. Mr. Davis:** Is that not right?

**Mr. Chairman:** Well done.

**Hon. Mr. Davis:** I thought so.

**Mr. T. Reid:** And did the Minister—

**Hon. Mr. Davis:** The Minister concurred.

**Mr. T. Reid:** And did the Minister originally give OISE a monopoly on testing?

**Hon. Mr. Davis:** I do not think, Mr. Chairman, it was a case of giving OISE a monopoly because I do not think there is anybody else who is in the position to do it that I know of. I mean, who else was going to do it?

**Mr. T. Reid:** Did ETS give them a monopoly in Ontario—

**Hon. Mr. Davis:** No, we had no—

**Mr. T. Reid:** OISE which is supposed to be an independent institution in Ontario is given sole and exclusive rights to act as the agent of ETS in Ontario. Is that the way it happens?

**Hon. Mr. Davis:** No, Mr. Chairman. I cannot tell the hon. member what negotiations were conducted or whether the institute for a period of time became the exclusive agent of ETS. We did not involve ourselves with ETS. The institute was the organization, if I can put it very simply, involved in testing procedures as related to this province and it also developed, as I recall it, testing procedures that had application on a national basis. There were decisions made that we



were moving out of the testing field. The institute had acted as agent. This was agreed upon. This was the notification to the boards.

**Mr. T. Reid:** So the Minister says that since the philosophy of education is to move out of compulsory testing programmes that, therefore, it would be all right if the institute withdrew almost unilaterally.

**Hon. Mr. Davis:** Mr. Chairman, I do not know how else they would do it.

**Mr. T. Reid:** Did they consult the principals of the high schools, the school boards?

**Hon. Mr. Davis:** I do not know whether I can draw any parallel. You know, somebody had to fund the testing procedures and the decision was made that we were moving out. This was not unrelated to the decision to move out of the grade 13 tests.

**Mr. T. Reid:** So was it your decision, Mr. Minister, that—

**Hon. Mr. Davis:** I would say that it was a joint decision in that the institute obviously had to involve the department.

**Mr. T. Reid:** What you are saying is that you, the responsible Minister for Education, decided that a school no longer needed—

**Hon. Mr. Davis:** —these particular series of tests.

**Mr. T. Reid:** How do you explain, then a memorandum from Mr. Ross E. Trobe, dated two days later, June 26, 1969, addressed to the same people. It is regarding testing for guidance and counselling in the secondary schools. It starts off by saying this:

The purpose of this memorandum is to suggest a test which may be used by secondary schools to fill the void created by the recent decision to discontinue SATO. This suggestion was made because many secondary schools who want to administer an aptitude test to students at a particular level in secondary school—

**Hon. Mr. Davis:** Yes, but what—

**Mr. T. Reid:** Then it goes on and suggests a number of tests and says “these are good” “these are bad” verbal mathematical aptitude tests and it makes the judgment “in additional consideration in planning and testing programme is that it is desirable for as many schools as possible to use the same tests.” This sounds like a Ministerial memorandum again.

**Hon. Mr. Davis:** Mr. Chairman, can I just try to clear this point up? The department was involved in the testing procedures relative to the traditional grade 13 examinations. The SATO tests and two or three other tests had been developed by the institute—I do not know whether prior to that it had been done by the research group when they were still operative in OCE. This goes back, anyway, six or seven years.

When the SATO tests were officially no longer part of the testing procedure there was some request for sample tests. I think you will find that is the subject of the second memo. It is that the institute, Mr. Chairman, was involved in these types of testing procedure. The communication was from the institute to the boards. I do not think it is—

**Mr. T. Reid:** Okay. No. It is a subsidiary point. Another paragraph says this. This is the second memorandum again:

OISE considered attempting to construct a non secure test of verbal mathematic abilities that has several levels of difficulties. One that would be generally acceptable to Ontario secondary schools.

Then the memo says:

However, such a large task cannot be undertaken on short notice with any hope that it would be well done.

You know, the document almost condemns the Minister's decision. The Minister was the one that decided that the tests would be discontinued “on short notice.” It says you cut out one set of tests, Mr. Minister. Apparently, it was your decision. You left a void. What is the word here? “To fill the void created by the recent decision to discontinue SATO.” Later on it says “short notice.” Is this the type of educational priming that you believe this province deserves?

**Hon. Mr. Davis:** Yes. I think, Mr. Chairman, that there is only point to be made. Very simply the department had determined as a matter of policy—and this was done in consultation with the institute—that we were not in the position to, shall we say, finance this type of testing procedure.

We did not discourage—in fact, we encouraged—because the boards requested this—any help the institute can be to the boards to develop, shall we say, some of their own internal testing or assessment procedures. We have no quarrel with this. What we are saying is on a provincial basis of this kind . . . it was the philosophy behind the grade 13 examinations to a degree. I just fail to see the contradiction, that is all.



Mr. T. Reid: Well, we will leave that, Mr. Chairman. We will get on with something else.

Mr. Chairman: Mr. Lawlor.

Mr. P. D. Lawlor (Lakeshore): First of all, a question touching the costs on OISE. I am looking at the balance sheet that I have of June 30, 1968, and it gives among the assets with an offsetting liability figure. They have plant funds and funds for land, building equipment and furnishings. Down below, this one interests me, it says leasehold improvements \$72,900. Then there is an auditor's note taking us over onto the next page on which the caption in it reads as follows:

Notes for the financial statement. The land, buildings, equipment and furnishings reflect the acquisition of additional property adjacent to the buildings site together with the expenditures to date for equipment and furnishings.

What I want to know is, is this additional land that had to be acquired in addition to the building site? Is it part of the over-all lease of the developer?

Hon. Mr. Davis: Mr. Chairman, the additional land here was purchased by the institute with the acquiescence of The Department of Public Works and Treasury Board. It is owned by the institute and is not reflected in the lease-cost in any way.

Mr. Lawlor: I see. So there is land held specifically in the name of the institute in the environs of the central plan.

Hon. Mr. Davis: Right.

Mr. Lawlor: I see. How much?

Hon. Mr. Davis: It becomes a part of the total site for the new building.

Mr. Lawlor: Yes. But its capital costs would be something over and above anything set out here and the \$60 million.

Dr. Andrews: Quite right.

Mr. Lawlor: There are undeveloped lands in the sense that they lie fallow and not built upon.

Dr. Andrews: No, they are being built upon. They are part of two building sites.

Mr. Lawlor: I see. Well are you saying to me that the part of the lands held in the name of OISE is being built upon in conjunction with the bulk of the lands that are

held in some other name. It strikes a lawyer rather queerly—

Dr. Andrews: Yes there are a series—

Mr. Lawlor: This is where the condominium concept comes in.

Dr. Andrews: There are a series, Mr. Chairman, of agreements that have been drawn between The Department of Public Works and ourselves. The legal advisers of all three groups are satisfied that all interests are protected.

Mr. Lawlor: I am not satisfied yet. What do you do? Do you make a leaseback with respect to the properties you hold in your own right to the developer under the head lease?

Dr. Andrews: You are getting too legal for me, sir.

Mr. Lawlor: Some way or other you must have within the terms of your lease some kind of agreement whereby you lend lands or transfer lands or place them under some kind of control by the developer to permit him to develop on your land. To build a building on your land.

Dr. Andrews: Let me refer this to Mr. Brooks. No, I cannot answer your question, sir.

Mr. Lawlor: Do you know the costs of picking up the adjacent lands?

Dr. Andrews: I cannot tell you that off-hand either.

Mr. Lawlor: Could you find that out for me?

Dr. Andrews: Yes, indeed.

An hon. member: Have you been doing a tax—

Dr. Andrews: Yes, we have it here, sir, \$342 thousand dollars.

An hon. member: This is not the Ontario Northland Railroad or Algoma Central.

Dr. Andrews: We do have the subway running beneath the buildings.

Mr. Lawlor: Just to finish this up—I would hope that you would be given some kind of concession by the developer and you affording building space, and so on, and that this would be taken as part of the negotiations

under the lease as you are making a contribution to this project upon which he levies his rent.

**Hon. Mr. Davis:** I will just interject here, Mr. Chairman, that one of the senior justices of the Supreme Court of this jurisdiction and chairman of OISE were somewhat involved in the legal negotiations.

**An hon. member:** A first class counsel.

Interjections by hon. members.

**Hon. Mr. Davis:** No, I do not know. I am just saying that I—

**Mr. Lawlor:** I remember he taught a course in property law. I suspect he knows what he is doing. I mean so far as the property aspect is concerned—as far as the monetary ones are concerned—that may be another question. I want to refer just for a moment or two to page 66 or the 1967 OISE report on certain projects. You have a study going on, or maybe finished, in connection with moral education under your history and philosophy education section. I would like to know as to whether or not you worked closely in conjunction with, in opposition to, or completely divorced from, the former Mr. Justice McKay of the Supreme Court of Ontario, and Lieutenant-Governor of this province. What were your inter-relationships with him in his report on moral education?

**Dr. Andrews:** A quick consensus here, sir, indicates the feeling that we probably had no relationship with that report.

**Mr. Lawlor:** You know I suspect we find that remotely passing strange. Here were two major reports, both of which I think are reports of considerable acumen, perspicuity, depth and what not.

**An hon. member:** What was that last word?

**An hon. member:** What not.

**Mr. Lawlor:** You understand “what not”, “what not” is a good word—in the case of both the Hall-Dennis and Mackay Report. In both of these major projects, which were fairly costly to the Province of Ontario, that an institution of your sort deigns specifically in my opinion to aid in the on-going speculative and practical work in the educational field, you play no role. Is there an explanation for this Mr. Minister?

**Hon. Mr. Davis:** Mr. Chairman, perhaps Professor Andrews might have an explanation.

Perhaps I might have one afterwards depending on his explanation. . . .

**Mr. Lawlor:** It gives you time to think.

**Hon. Mr. Davis:** Mr. Chairman, I do not want to interject but I did have a note from one of the committee. I do want to explain, I did not know that we should vote on whether we should drink coffee first or not, I do apologize the rest have not but I have.

**Mr. Lawlor:** Do not tell them what we want.

Interjection by an hon. member.

**Mr. Lawlor:** Perhaps this is the secret. You vote first on coffee and we will let you know later. We are ready to go now.

**Dr. Andrews:** One additional comment, Mr. Chairman. The particular project that you referred to first from the annual report I think, in fact, has no connection with the other study. There has, however, been a connection elsewhere in the institute and quite a solid one with the MacKay study. It has come from the department of history and philosophy rather than from the department of applied psychology.

**Mr. Lawlor:** Yet its major work was done specifically in applied psychology, was it not.

**Dr. Andrews:** What? Which work was that?

**Mr. Lawlor:** In the MacKay report. It is largely concerned with child psychology and applied psychology. There is no particular relationship there.

**Dr. Andrews:** Not with that particular study. There have been people from the institute closely connected, however, with the study.

**Mr. Lawlor:** If I may speak bluntly—I hope all you boys know how to read and have read it.

**An hon. member:** I beg your pardon?

**Hon. Mr. Davis:** Are you saying you support it. That is what I want to know.

Interjection by an hon. member.

**Hon. Mr. Davis:** I think we got to that item quite a way back.

**Mr. W. Hodgson (York North):** We may have a responsibility as legislators. I was just thinking this afternoon what a glorious

occasion it would be. Why, Mr. Minister, do you not bring in university people before us to—

**Hon. Mr. Davis:** This is quite an experiment. I just hope that we all understand that it is not the easiest thing. This is the first experience for the institute personnel to come before such a gathering. I found it very helpful and I hope the committee has. I am not saying we should do this with every organization that is for sure.

**Mr. Lawlor:** Well the Boy Scouts of Canada—

**An hon. member:** This is the first experience we have had, too.

**Hon. Mr. Davis:** Yes, the Boy Scouts of Canada is almost next on the list.

**Mr. Lawlor:** Well we will discuss MacKay in due course.

**Mr. Lawlor:** Without being too invidious . . . It seems to me, looking over the list of OISE themes, the 14 major themes pointed out in your report now juiced down to eight major themes which are, it seems to me, very overlapping and duplicatory in many of its aspects. Certainly a good deal of co-ordination, I think you will agree with me, still needs to go on. I am speaking for myself alone and not my yellow hair. I would say that you boys are having a field day way up on academic hill. A wide number of subjects of fairly vacuous and euphoric intent and I think, productive of very little good to anybody under the sun are being studied. If you were the supply centre of the world for all forms of vicarious learning, then much of this may have justification, but—

Interjection by an hon. member.

**Mr. Lawlor:** —say in Basutoland. I just got fired tonight from my job at York.

**An hon. member:** Trick or treat?

**Mr. Lawlor:** I had a little job up at York University on Thursday evening but they said I was never there so please go home.

Interjection by an hon. member.

**Mr. Lawlor:** Go back and give somebody else a bad time—well anyway, you know, gentlemen, we are going to be somewhat critical in the future. I take it that these magnificent documents that cost \$23,700 just to peruse and \$19,830 to squint at are available to us for our bedtime amusement?

**Hon. Mr. Davis:** Mr. Chairman, the temptation to say something is here but I will not.

**Mr. Lawlor:** No, do not, it would give the game away.

**Hon. Mr. Davis:** But I will.

**Mr. Lawlor:** No, do not.

**Hon. Mr. Davis:** We will get all the reports we can for it.

**Mr. Chairman:** Mr. Meen.

**Mr. A. Meen (York East):** Mr. Lawlor has kind of put me off base and I cannot remember which of the gentlemen mentioned two points I've noted down here. The first one concerned the Indian question, Mr. Chairman. One of the gentlemen said that he thought that they would like to extend the operation. I think I am quoting reasonably accurately, "if we had the people and if we had the money". We have heard about this question of personnel from the United States and all this kind of thing entering some of these areas of our activity. Do I gather that, even if they had the money, they might not be able to do it because of shortage of personnel? If that is the case, what kind of personnel is he talking about and what kind of additional money is he talking about for this sort of job?

**Dr. Abbey:** I do not know how one has a field day on the top of a hill. I think the question is: Where does one find people who have experience in research and development within the field of education, and who are also competent to work with a particular minority group? They are very rare birds. Could we find them if we had the money? I suspect we may be training some of them, but I think if we had the money, we would have to raid other institutions to get them, frankly. They are very rare individuals.

**Mr. Meen:** Don't they raid us from time to time?

**Dr. Abbey:** They have not been too successful in that area. We are providing, I think, an opportunity that is very attractive to the people who are interested in that field.

**Mr. Meen:** Raiding is a rather common experience in industry and otherwise. Would you not consider that. If the justification were there might you undertake it?

**Dr. Abbey:** I think we might consider the possibility.



**Mr. Meen:** So is it not, therefore, mainly a matter of money?

**Dr. Abbey:** No, I think it is a matter of balance within the programme as well. I think that we have to balance off the work, and since this work is being done within the curriculum department, I think one has to look at the broad range of curriculum development. You simply cannot pour all of the resources into one particular area, or every other area will suffer, and we will get equally loud complaints on those sides.

**Mr. Meen:** You mentioned that you have four Indians and five whites in the scheme. Would you try to keep about that balance, or would you try to get more Indian personnel participating on a percentage basis?

**Dr. Abbey:** I do not think there is a general answer to that, aside from setting up a team that is consistent with the job that has to be done. There may be some occasions when the ratio has to be 50 to two of Indians to whites. I do not think there is a general answer to it.

**Mr. Meen:** Then you mentioned other areas in which you might undertake similar types of projects. What kind of personnel are you talking about if you go into these other areas? What kind of money are you talking about?

**Dr. Abbey:** That is a cost accounting question. It costs on an average perhaps \$30,000 or \$35,000 annually for an academic staff member and a research assistant. That is to do the basic work. But, when you develop the programmes and begin field testing them you are into costs that are perhaps five, six and seven times larger than that because of the need to put people into the field to supervise the field testing. To get a project off the ground it really means to support an academic and his supporting staff for whatever period of time it takes to develop it.

To do the evaluation and the field trials may take two or three years at several times that cost for a significant impact in any area of education.

What areas would we choose? I think the evidence of the institute at the moment is that special education, which covers disadvantaged children and adults, is on the increase in terms of interest within the institute. It is our newest department. They have mounted major programmes. I think studies of minority groups generally, where they are to look at language development or socialization and acquisition of political attitudes.

These are a variety of areas into which we might move. Certainly, I think if we could move into more reservations we would find more people to do it and not all of them have to be academics. We need project officers who can work in the field.

**Mr. Chairman:** Are there any further comments on OISE?

**Mr. Meen:** I have one further question here. Do you wish—

Interjections by hon. members.

**Mr. Lewis:** You could first remove the atrocious stuff in circular 14 about Indians, and get the educational system on the road, and then move into the project. Cannot that be done?

**Dr. Abbey:** I think we can be advisory.

**Mr. Lewis:** It would be a useful starting point, since the textbooks are in use in our schools today.

**Mr. Meen:** My second question, Mr. Chairman, dealt with a point we touched on this afternoon under new property. The rental rates we were told at that time, carried for something like \$5.50 a square foot. Now there were other areas that were less expensive, scaling down to around \$1.50 or something like that, which I must say quite astonished me, having regard to my own experience in the costs of rental here in metro Toronto. I wonder if part of that is because some of that property is owned by OISE now. I got the impression this afternoon that all of it was owned by some other developer and that there was a form of lease, with eventual vesting of the title after 30 years. Mr. Lawlor touched on it briefly. I would like to know if they can tell us what percentage of the land involved is presently owned by OISE as compared with the total of the land that eventually would be under the lease-back arrangement, which Mr. Lawlor might not have heard about completely this afternoon when we were discussing it. That might have some bearing on this reduction in rental below what I would consider to be a fair market value in the market today.

Interjection by an hon. member.

**Hon. Mr. Davis:** Mr. Chairman, I do not know whether Mr. Brooks can or not. I would suggest that, as I understand it, it is fairly complex in that it involves the institute and Public Works as well as the developer. I do not know whether Mr. Brooks

can divide . . . As I understand it, the bulk of the land was not the institute's. There were two or three lots that were provided. Perhaps Mr. Brooks can give some breakdown. I am not sure.

**Mr. Brooks:** As it relates to the lease rate, only six inches of the building in one particular corner rests on property that we own.

**An hon. member:** Does that change the lease rate?

**Mr. Brooks:** Do not even suggest to the developer that the lease rate should change because of that six inches.

**Hon. Mr. Davis:** Better not mention it.

**Mr. Brooks:** We do not have any campus at the institute. The small piece of property which we own is for the storage of some of our mobile equipment and that type of purpose. We do not even have a campus, which I think is regrettable. We wish that you would make funds available for this sort of thing.

**Hon. Mr. Davis:** I am not sure whether it is a good idea to bring these gentlemen to this committee or not! Mr. Treasurer, I am glad you are here to listen, sir.

**Mr. Chairman:** We will conclude our comments on OISE. Mr. Pitman.

**Mr. Pitman:** I would like to conclude my remarks by asking one or two questions. First, I think that all of us appreciate the fact that those in charge of OISE have come down to this meeting. We have enjoyed the confrontation. I hope that you are not too sensitive. You know that this is a political arena, and it is our job here to strip naked all that is going on in these various institutions. I do not think that anyone here has indicated that we are not very happy to pass this \$10,048,000. I think we may even be delighted to go at the Minister as to why he did not get the other 25 per cent—the \$13 million, I think, that you asked for. And, indeed, I would like to find out what you would do with the extra 25 per cent that you have.

**Mr. T. Reid:** You have no right to know that, Mr. Pitman.

**Mr. Pitman:** That is quite true as the member for Scarborough East suggests. However, I do want to make one or two final comments. I was interested, in looking at the Hall-Dennis report. . . . There are a

number of suggestions here, and one—Item 229, is to:

establish a standing committee representative of The Department of Education and the Ontario Institute for Studies in Education, which would create a continuing communications link between both bodies, and which will lead to greater co-operation and co-ordination.

From what I understand you do have inter-departmental and OISE committees working together. I would like to take a look at the whole question of how we get things in research at OISE into the works, because I notice there is another one—which I disagree with—in the Hall Commission suggesting that you should not take part in the implementation of research.

I notice one other one, Number 231:

Negotiate with the national office of Health, Education and Welfare, U.S.A., for the establishment of a computer liaison with the research and development laboratories in that country.

I think this is an important point. I think that there has been criticism—I would not even hope to know whether this is a valid criticism—that too much educational research is simply ploughing the same ground—going over material which has already been done in some other jurisdiction, and that there is not enough co-ordination between that which is being done in the various provinces in Canada, which I hope the Council of Ministers might do something about, and the United States.

I would hope that probably that might be something which one would hope that the OISE would do something about.

Those are the major suggestions that have been made, although I think that this Hall-Dennis report does prescribe a number of things which OISE certainly can perform for the rest of the educational system. I am not going to go over every one of these. But those were two that I noticed and that I hope that possibly there was some concern about. I was interested in what Professor Flower had to say about the makeup of the various branches—that there is a real democratization going on in OISE. I hope that will continue. I hope that every effort will be made to implement the committee reports that are going to be in your hands very soon. I would hope that there might be another look at the board of governors. As I see it, it is widely representative of educational institutions, but I wonder if there might not be



some place for representatives from labour, from Home and School—I am not sure whether Home and School does have representation, it may have—but of other groups in the community. I think the Ontario Institute—

Hon. Mr. Davis: I was just going to ask, Mr. Chairman—

Mr. Pitman: —the Canadian Manufacturers Association. No, I have no improper suspicions.

Interjections by hon. members.

Hon. Mr. Davis: I think in fairness, Mr. Pitman, that you did not hear all Mr. Lewis had to say yesterday—

Mr. Pitman: I had it relayed to me.

Hon. Mr. Davis: Did you? Fine.

Mr. Pitman: Something about the pussy cats—but I would rather have the pussy cats prowling around where I could see them, than behind the scenes at the Council of Ministers—

Hon. Mr. Davis: Quite right. That is always best.

Mr. Pitman: I just suggest that this is an area we might think of in terms of how we can play a larger role in research. I almost feel intimidated having the Provincial Treasurer (Mr. MacNaughton) here, Mr. Chairman. I hope this is not going to be a continuing looking over of our activities on behalf of the Provincial Treasury—

Interjections by hon. members.

Mr. Pitman: —guarding of money bags in the province—

Hon. C. S. MacNaughton (Provincial Treasurer): It is an understandable curiosity—

Mr. Pitman: I am sorry. I hope I did not drive him from the room.

Interjections by hon. members.

Mr. Pitman: Mr. Chairman, having dealt with that rather peremptorily, I hope that it will concern itself with the larger community. For my part, I want to say how much I have enjoyed listening to what you have had to say, and we will certainly watch with very great interest what goes on in that institute over the next year.

Mr. Chairman: Mr. Apps?

Mr. Apps: Mr. Chairman, I, too, would like to express my appreciation to the gentleman from OISE. I think I have learned more in the past five hours about this than I had learned ever since it started. I certainly think it was a very good innovation to have these gentlemen here to answer in detail many of the questions. I made some quick calculations here—I think they should be rather flattering. We have taken five hours to pass \$10 million. If we go on at the same rate—the total budget is \$876 million—is it going to take a little over 400 hours to complete the estimates at the same rate as—

Mr. Lewis: The ratio is decreasing all the time. As one who offered some very very modest criticisms of OISE, let me say that I too appreciate this debate. I want the OISE people to understand that we know that if there is anything truly malevolent or sinister which characterizes your institute, gentlemen, we attribute it to the Minister, not to you. We understand the political realities whatever we may say. Mr. Chairman, this tentative and embryonic approach to OISE serves as a good prelude to a much more thoughtful and searching analysis when we get to The Department of University Affairs.

Mr. Chairman: Gentlemen, I know that this summer the members of this committee were on the select committee on House rules and procedures. This is one of the recommendations—this one of the committee system. I think by studying this particular item today we have seen the merits of it. Although it has taken five hours I can tell by the attendance and the participation in the dialogue that everyone is just as fresh and keen as when we started. I would like to thank not only the members for their attendance, but also our guests here from OISE. I was by chance—

Mr. Apps: They need a better name.

Mr. Chairman: Yes, Mr. Apps—on that particular point—I glance at the first rough drafts of *Hansard* and I can just imagine the poor girl who first had to listen to that name, OISE on the tapes. There were some interesting spellings. I think out of respect to the hon. member for Glengarry (Mr. Osie Villeneuve) that perhaps some day this institution may re-confirm its name as the Villeneuve Institute rather than just that familiar OISE—

Interjection by an hon. member.

Mr. Chairman: I trust that Mr. Lawlor has some valuable contributions to make on



this next item. It is the grant to the province of Ontario—the Council for the Arts. We will give the hon. member for Lakeshore the first preference. No? Mr. Reid.

**Mr. T. Reid:** I will just be very brief on this. As far as I can see at the moment—one can never tell what will happen—we are asked to approve a grant of \$1,300,000 to the council. I was wondering if there are any members of the council here?

**Hon. Mr. Davis:** No. Mr. Chairman, there is no one here from the council—

**An hon. member:** I wonder if they are at the ballet?

Interjections by hon. members.

**Mr. T. Reid:** In that case, Mr. Chairman, I would just direct a few remarks to the Minister. Has the Minister read Tom Wolfe's "The Candy Coloured Tangerine Flake Streamlined Baby" or Tom Wolfe's "The Pump-house Gang"?

**Hon. Mr. Davis:** No, Mr. Chairman. I must say my reading has been very restricted the last period of time.

**Mr. T. Reid:** The reason I bring this up—I wonder if any members of the Council of the Arts have read Tom Wolfe either—is because Tom Wolfe has a very simple thesis. Perhaps that is because I am too simple, but the arts are expanding. The drag strip is just as much a form of art as the O'Keefe Centre.

Interjection by an hon. member.

**Mr. T. Reid:** O.K. If you accept the Tom Wolfe thesis and apply it to Canada from the United States, the real creative cultures arise from people who are not used to money. Because of abundance—finding they have money—they are spending their recreational money not on the things that the Ontario Arts Council gives money to, like the Canadian Opera Company, the Toronto Symphony, the National Youth Orchestra, Mendelssohn Choir, or the Canadiana Festival and so forth. These people are really not engaged in the form of art expression in the traditional areas—very, very upper-class traditional areas in most cases. They have developed a new culture—a popular sub-culture in culture. This is what Tom Wolfe brings out. This is not the time to go into a discussion of art, but I simply say, perhaps for the record more than anything, for too long there has been a cultural view of the arts in Ontario. One can call it the high-brow view if one

likes. And because the Ontario Arts Council has this view, as well as a number of other interesting ideas, I am worried that this is perpetuating an upper-middle class view of the arts in our society.

I hope they look into other aspects of culture. I really meant it when I said that the drag-strip and the stripped down car for drag racing can be a very creative form of art expression for those involved in it. It is interesting, when you go through their report, Mr. Chairman, if you substitute forms of pop art for words like "ballet" and words like "theatre" and come up with sentences that make just as much sense as the sentences in this book. I will not go on from that.

I am pleased to see that the Ontario Arts Council—and I was very pleased to go to the dinner they throw for members once in a while—are getting into some new areas. At the dinner, there was some conversation about some of the areas into which the Ontario Arts Council might be going. One that struck me as most worthwhile, although they have not moved into this area yet—they do not indicate it in their own report. . . . There is a group called MAD in Ontario, and what this group is concerned with is the performances of the traditional forms of art in the gaols of the province: art expressions and programmes for retarded children, and indeed, street theatre if you like, particularly as it applies to the inner cities.

I understand from talking to some of the members of the council at the dinner last spring that the Arts Council was going to move into the area of assisting—I keep going back to the Indian children in this province—the children in the inner city slums and so forth—of trying to get their programmes to reach people who perhaps need them most.

Here I drop my concern with Tom Wolfe. I think the kids in Regent Park—although that tends to be stigmatized, some kids in Scarborough too, by the way—would have a much more democratic type of art expression in this country if we could get them to participate in this type of programme. As the Minister knows, some of the studies that have been done by OISE have shown that it is not enough to take the four-year-old disadvantaged child simply into a normal junior kindergarten programme and that the deficit in creativity, which many children in the cities have, is accountable to some extent by the lack of a rich environment, not just the linguistic environment. I would hope that the Ontario Arts Council could move more in this type of area.

**Hon. Mr. Davis:** Mr. Chairman, may I just point out that the Minister of Correctional Services (Mr. Grossman) was discussing the MAD programme the other night, and the work that they are doing. As I understand it they were making some further representations to the council. I do not know at this point what the policy will be for this coming year but I do recall the Minister mentioning the worthwhile work they were doing in the area that he knows.

**Mr. T. Reid:** Just to conclude, Mr. Chairman. I have said a lot over the past five years about social intervention in the cycle of poverty. My definition of education includes the arts. I would like to see the Ontario Arts Council working very closely with The Department of Education and perhaps even the Minister of Reform Institutions to use art as social intervention in the cycle of poverty as well.

**Mr. Lewis:** I just wanted to say that I have never seen a report as creative, as bright, as intriguing as that of the Ontario Art Council. I do not have a copy but it speaks a lot about the nature of the council and the direction in which they are moving. Would that other reports were as substantive as this document and—

**Hon. Mr. Davis:** Do you think the Minister's report. . . Do you think we could do it that way?

**Mr. Lewis:** I do see why you could not but it does say a lot for the council and the council is moving in this general and tentative direction. There is very much to be said for low-brow culture. I do not mean the culture to which the member for Armourdale (Mr. Carton) occasionally refers. I mean the low-brow culture that extends from the Electric Circus to Alice's Restaurant which is emerging amongst the disinherited youth in this society.

The Ontario Arts Council might continue to subsidize the typically traditional middle class extravaganzas that it has done for some time. It might also use the additional funds to do quite unorthodox and dramatic things in the fields of supporting new aesthetic forms of so-called lower class culture, so-called hippie culture, jazz, folk and rock, and many of the activist non-art areas which have emerged. This council, with its present director, might just be the group to do that because they have shown the op-art quality towards life in most of what they do. They would allow them to do it without condescen-

sion and very usefully. If that is the direction they are taking then I think I would be inclined to encourage them.

**Mr. Apps:** Mr. Chairman, I notice that the budget for the Ontario Council of the Arts has been increased by \$200,000 from \$1.1 million to \$1.3 million this year. I think, personally this is indicative of the fact that we are paying more attention to the cultural arts throughout the province. I am probably not the best one to comment on this and I guess this goes back to my early childhood when I was forced to take piano lessons that I did not want to take and as a result I am not exposed to this type of culture—

Interjections by hon. members.

**Mr. Apps:** However, one of the things that did impress me a great deal was the co-operation between Queen's University and the Ontario Arts Council. They were able to obtain the services of a string quartet in the city and this string quartet went around and played in the various public and high schools throughout the city. This was a wonderful thing because it brought to the young people an appreciation of what can be done in this connection.

I might suggest, Mr. Chairman, the Council for the Arts might investigate this a little bit more fully with the idea of providing grants for this type of cultural activity—not only in Kingston but in many areas throughout the province. I think particularly useful in the case of northern Ontario where the opportunities for young people to take lessons in various musical and cultural activities is much less than it is in southern Ontario. I am glad to see the increase in the amount that has been made available to the council and I would hope that some of this could be made available so that young people throughout our schools would be able to listen to and learn to appreciate what can be done in these various cultural activities.

**An hon. member:** Now we will go through the various organizations I think—

**Mr. Lawlor:** Just one question—the budget—it has been increased \$200,000. Even in the Centennial Year it was \$1 million. Could the Minister give a brief indication of why the extra money?

**Hon. Mr. Davis:** I think the reason, Mr. Chairman, for the increase really is the desire on the part of the council to increase their involvement with the development of the arts in this province. Very frankly, if there was



anybody here from the council he would succeed in convincing you there is a lot more they can and would like to do, and it is just really an extension of their desire to participate to a greater extent in the arts. It is a lot of money, \$1.3 million, but when you look at the total population and the money involved it is not a large sum in the total perspective for government to be allocating to the arts. There will be some who will disagree—

**Mr. Lawlor:** I am not taking exception—

**Hon. Mr. Davis:** No but this—

**Mr. Lawlor:** Are they the same organizations that receive it yearly or are there are new organizations coming in all the time?

**Hon. Mr. Davis:** As I understand it there is an extension of their programme. Some of it may be an increase to some organizations but some of it will go to other or new organizations or some of their own development programmes.

**Mr. Chairman:** Mr. Minister, I would like to ask one question on this. Is there any proposed increases and assistance to art galleries? I know there has been criticism in Hamilton about the size of the grants they made Hamilton Art Gallery.

**Hon. Mr. Davis:** No, I cannot speak for the council, Mr. Chairman. I do not believe there is. There has been some discussion as to whether special consideration should be given to the art galleries separate and apart from the Arts Council. There have been some tentative discussions along these lines.

**Mr. Apps:** I do not have the various amounts that are being given to the various organizations throughout the province but if my memory serves me correctly there are some very substantial amounts being given to certain symphony orchestras. These account for a large percentage of the money that is expended by the Council for the Arts. I agree that this, I guess, is necessary but I think that in the future more consideration should be given to encouraging various activities in some of the smaller areas throughout the province. I think of various ethnical groups that we have—and I go back to Kingston where we have some very fine groups who are making a tremendous contribution to the cultural life of the city of Kingston through their dances and their songs—and I think it is a very valuable thing to try to encourage. I would hope that the council, when they are distributing their funds, would pay a

great deal of attention to try and encourage this in all areas throughout the province and not give the greater percentage to some of the very large activities that maybe could raise a great deal of money on their own.

**Hon. Mr. Davis:** Mr. Chairman, once again, I should not speak for the council but I think this is really part of their philosophy. I am just looking very briefly at the grants they have listed taking—for instance, while there is a grant obviously to the Toronto Symphony there are grants to Brantford, Deep River, East York—I really did not know we had this many symphony orchestras—Hamilton, Huronia—Oh! Kingston is here for \$852—Kitchener, Waterloo, Lakehead, London, Niagara, Ottawa, Oshawa, Peterborough, Richmond Hill, St. Catharines, Sudbury and Windsor. This is fairly representative. I must find out about the Huronia one. That one does not ring a bell. The others do. I wonder if that is Penetang, Midland or Honey Harbour, I will find out.

Interjection by an hon. member.

**Mr. Chairman:** All right. The associations received grants in the itemized list.

**Mr. B. Newman:** Mr. Chairman, I would like to ask the Minister on what basis are these plans made. Are financial reports asked of the various organizations to find out whether they need the grant, whether they have funds left over from the previous year, and what type of programme is carried on by the organization receiving the grant?

**Hon. Mr. Davis:** Mr. Chairman, there is a committee within the department that evaluates all the requests. Those organizations that do have a financial structure are asked to submit their reports. I have communications from a lot of them pretty regularly. They tell me and impress upon me just how much more they need, almost without exception. I think there is a fairly close scrutiny and most of the grants here, of course, are for sums less than the organization requesting would like to receive.

**Mr. B. Newman:** Are these grants primarily to education oriented organizations?

**Hon. Mr. Davis:** Of course.

**Mr. B. Newman:** I notice one in here—not that one wants to speak disparagingly of any—but the Ontario Society for Crippled Children. You would assume that the grant for that association would go under The Department of Health rather than The Department of Education.



**Hon. Mr. Davis:** No. I think in fairness, Mr. Chairman. . . . We have some involvement with the Ontario Society for Crippled Children in that we do have an educational interest. You know, the education of the crippled child is also relevant, not just the health of the crippled child.

**Mr. Chairman:** Mr. Meen.

**Mr. Meen:** Mr. Chairman, just one question dealing with the very last item; a miscellaneous item. In round figures, \$500,000, over half of the total.

**Mr. T. Reid:** I thought we were going to go through—

**Mr. Meen:** No, we are going at random—

**Mr. T. Reid:** —minor items as a group.

**Mr. Meen:** If I am out of order, I will wait. This is over a half as a blanket authority to the Minister to be paid out in accordance with his own direction. Can the Minister tell us a little bit about this. How much he has done of this sort of thing in the past and how this actually has worked out now?

**Hon. Mr. Davis:** Yes. The miscellaneous grant has been part of the Minister of Education's responsibility for some many years, Mr. Chairman. It is sometimes referred to as the Minister's missionary maintenance fund.

Interjections by hon. members.

**Hon. Mr. Davis:** Once again, these are requests that come in from various groups and organizations, perhaps, during the year. Most of the grants you will find in the first part of the miscellaneous grants are grants that have been given to these organizations. We call them named grants. Many of them have been given for a number of years. And so there is a sum provided. Very frankly it usually is not sufficient for the purpose. So we have this miscellaneous fund. I have prepared here the figures in question on the order paper where one of our colleagues has demanded them—it is not really necessary to demand, I might say, Mr. Chairman. We would be delighted to get it. I have it here for the member for Scarborough East (Mr. T. Reid).

Interjection by hon. member.

**Hon. Mr. Davis:** Yes, all right. I have it here. Just briefly: The Ontario Association for Children with Learning Disabilities; Commission on Emotional and Learning Disorders in Children. You know, these were situations which are on a short term basis. As I recall

it, this is a three-year study programme where we have committed these sums to this organization. The Federation of Ontario Naturalists; Institute of Public Administration; the Italian Community Education Centre. There was some question here as to whether this would be more extensively federally funded. We have continued our support to the National Ballet School, \$100,000; The National Theatre School, \$60,000; the Ontario Association for Continuing Education; Craft Foundation. There is an item here that is of great interest to the member for Peterborough (Mr. W. Pitman). The Ontario Educational Association \$7,500, which I know he will vote for. Won't you?

**Mr. B. Newman:** There are two grants. You have a \$10,000 grant here now for the Ontario Education.

**Hon. Mr. Davis:** Yes.

**Mr. B. Newman:** Why would you give another \$7,500?

**Hon. Mr. Davis:** Yes. The \$10,000 is a continuing named grant. There has been a commitment given to the OEA for some of their new programmes to help them over this first two- or three-year period, I think it is, Mr. Pitman, of \$7,500 a year. This is to extend the services or interests of the OEA.

**Mr. B. Newman:** Why would you not, Mr. Minister, increase the grant here from \$10 thousand to \$17 thousand?

**Hon. Mr. Davis:** At the time the \$10,000 grant was set, the grant for \$7,500 is to be paid on an annual basis and may be discontinued at the end of—what was it—three years. Anything that is of a short term commitment—one or two years—is not an on-going situation and we have not put in the named grant.

**Mr. B. Newman:** Mr. Minister, you don't mean that all of the grants in here are going to be given every year from now on in perpetuity?

**Hon. Mr. Davis:** No. They are evaluated every year. But I think if you check carefully back through the number of years you will find the named grant such as the Boy Scouts and the Air Cadets and so on. I would think the majority of the named grants have been part of the named grants for some several years. Whereas the ones that I have read out to you are those that may or may not stay as part of a grant situation.

**Mr. Chairman:** Mr. Meen.

**Mr. Meen:** That concludes my question, Mr. Chairman.

**Mr. Chairman:** Mr. Pitman.

**Mr. Pitman:** I would like to say a word or two. First, I think that it is totally inappropriate that the Department of Education should support various organizations that are listed here. After all, I think education is now looked upon in a wider sense than something that goes on inside the walls of a school. I do want to make one or two comments on some anomalies which I see. For example, there is a grant here for the Boy Scouts Association of \$50,000 and the Girl Guides Association \$15,000.

I have met the situation wherein some areas these organizations had to try to raise money to use the local school. In many cases it was a very real burden on the local Boy Scout organization. It has to go to the school and try to get buildings and tries to get buildings in the church and it just seems rather strange that we should, in this Legislature, indicate our interests and our desire to help the Boy Scouts Association of Canada when their efforts are being undermined because of the more narrow attitude towards education in their local school area. I have already commented on this. In fact I tried to change a piece of the legislation regarding this. I think there should be a definite stipulation in the legislation for the province that the school is a community building. That this is community property and that there should be every effort made to allow young people—I do not care what organization you have listed here and those that are not listed here—to take part. There should be an encouragement. I suggest that the legislation should not be as it is now a kind of allowing of the board to make available these facilities if it does not interfere with the regular programme of the school. I think this is too much of an out because many school boards simply say if we have to pay a caretaker, you know, \$7, to stay on a couple of hours after school, that itself is enough of an out. That is interfering with what they call a regular programme of the school.

I think if we are ever going to make schools community centres where people are going to be able to get together and make full use of these facilities. . . . I am sure the Minister has heard from many, many groups involved with recreation. The utter stupidity of having school facilities vacant during the summer—vacant in the evenings. This simply must stop. I think that we have

to, if necessary, change the legislation to make it very apparent to every school board to see that every piece of property that they have and every facility is being used.

**Mr. B. Newman:** Including the universities.

**Mr. Pitman:** I would include the universities in that area. I think you will find that universities with their night courses are usually using their facilities pretty effectively. I do bring it up at this point because I think it is an anomaly that we should be giving money to some of these organizations who in turn find it very difficult to operate at the local level where they are not given much co-operation possibly by the local school board who reserve facilities for very narrow education purposes.

**Mr. Chairman:** Mr. T. Reid.

**Mr. T. Reid:** I am at a bit of a loss, Mr. Chairman, because I have about three or four things I want to talk about and you know we keep jumping around. The Minister said he had a list there and he sort of why—

**Hon. Mr. Davis:** Yes, I will get copies for all of you.

**Mr. T. Reid:** I am interested to know why you had to put it in the information papers. Here is a note from my research assistant, she says, Thursday, October 30, 1969, 12 grant section of the part—

**Mr. Chairman:** Who is that?

**Mr. T. Reid:** Mrs. Barclay.

They referred me to the Minister's office. Secretary of the Minister. Then next Minister's office. Refused to give me the information and to check with Mr. Davis.

Then she put in brackets:

I wanted a list of the organizations of miscellaneous grants and eight were given to so far this year.

She was told:

Mr. Davis will not be back until Monday, November 3. Davis' secretary suggests that Mr. Davis could give you that information during the estimate of the discussions in print.

**Hon. Mr. Davis:** Which I always try to do. Mr. Chairman, I always try to do.

Interjections by hon. members.



**Mr. T. Reid:** I disagree, Mr. Chairman, that I keep having to remind the Minister of the current problem of finding out what he is doing.

**Hon. Mr. Davis:** You know we are doing things everyday, Mr. Chairman. Nothing stays static. This is the total to November 6, 1969—it is pretty up to date.

**Mr. T. Reid:** I would have been satisfied to have a list of the miscellaneous grants as of October 30, 1969.

**Hon. Mr. Davis:** There might have been one or two—

Interjection by an hon. member.

**Hon. Mr. Davis:** No, nothing is classified.

**Mr. T. Reid:** Tell me honestly, is your secretary that scared of you.

**Hon. Mr. Davis:** No, no, she may be scared of you.

Interjections by hon. members.

**Mr. T. Reid:** Anyhow—

**Hon. Mr. Davis:** I do not really think she is, Mr. Chairman, but—

**Mr. T. Reid:** The point is simply that I am very much interested in the number of miscellaneous grant areas which would total around \$500,000. I found it very difficult as one of the parties' critics of education to do my research without having the names of groups to whom you have already made grants. That is the general point, Mr. Chairman.

**Mr. Lewis:** Reduce the vote by \$12,000.

**Mr. T. Reid:** The Minister might find this is a bit finicky or picayune, is that it?

An hon. member: Picayune.

**Hon. Mr. Davis:** I think picayune is a nice word.

**Mr. T. Reid:** I have learned a few words from Mr. Lawlor in the House—

An hon. member: It is picayune.

**Mr. T. Reid:** —what not and picayune. Anyway, when I went to the problem of adding up the Minister's grants to groups that might be classified as Parent-Teacher and Trustee associations. . . . This is not including miscellaneous, which may affect some of the figures. I took last year 1968-1969—the

estimate figures and then I did it for 1969-1970. One finds out when you add together the grants for the following groups, like the Associate Secondary School Boards of Education of Ontario, the Federation of Catholic Parent Teachers Association, Northern Ontario Public and Secondary School Trustee Association, Ontario Federation of Home and School Association, Ontario School Trustees Council, Ontario Separate School Trustees Association.

When you take these groups together you find the 1968-1969 total grant was \$33,500, whereas for the coming year it only is a value judgment on my part—\$200 more. Mr. Chairman, the reason I find this type of research interesting is that the Minister has repeatedly told us on the Opposition side of the House—in the House and indeed in his public speeches—that he believed that there should be a greater involvement of the Parent-Teacher Association in the functions of education—that there should be this involvement as part of his over-all strategies. I agree with this in part—of decentralization and getting the community more involved in schools.

I will not press this any more. I simply say to the Minister that I find his statement of intents in this regard worthwhile. I accept them but I do not find as judged by this single index of grant to these various Parent-Teacher and Trustee associations—I guess I would just like to ask the Minister why do the grants to these groups increase by more than \$200? Why did they not increase by, you know, \$10,000? Would not that be putting money where his—I will not say mouth is—but where his policy direction lies?

**Hon. Mr. Davis:** I think, Mr. Chairman, the member has summed up to a degree at least, the thoughts I have expressed from time to time. I also would go one step further and indicate that if the involvement of the home and school and parent-teacher groups and community interest in schools is really to have validity, that it is not strictly an economic situation. I am not saying that money is not required. I do say that sources of money are available to these organizations. It is really the initiation or the spirit that is necessary to develop these types of situation that is relevant. While the hon. member may feel that you will entice them into such organizations or make the organizations more worthwhile by additional funds, I think he really is not coming to the very basic problem.

I mean, you can take the home and school. I think in many areas of its functioning it is



making progress. It is not a question of money, it is a question of the interest of the people in it. I think you will find that a lot of our grant funds go to organizations where perhaps the possibility of raising funds on their own is not as easy. The Boy Scouts, the Girl Guides, the Association for Adult Education and what have you—this does not in any way detract from the desirability of the home and school, parent-teacher organization making progress. I am just saying that surely their progress does not relate just to money or the availability of money. You know you can have a very active home and school association—I am just referring to my own home community—without the expenditure really of one nickel, if they want to do it and do it right.

**Mr. Chairman:** Gentlemen, I think the hour being 10.30 p.m., the meeting should adjourn until 9.30 a.m. tomorrow morning.

**Mr. Lewis:** 9.30 a.m., or 10 o'clock, a.m.?

**Mr. Chairman:** 9.30 a.m.

**Mr. Lewis:** Surely we do not miss the question period at the opening of the House?

**Mr. Chairman:** I thought there was an agreement on this at the afternoon meeting. Is that right, Mr. Minister?

**Hon. Mr. Davis:** Yes, Mr. Chairman. I believe it was yesterday, too, that we said for some reason 9.30 a.m.

**An hon. member:** Can we not make it 10 a.m.? It is only one half hour later.

**Hon. Mr. Davis:** I do not care.

**An hon. member:** Surely we can have question periods in the House.

**Mr. Chairman:** Very well. As much as we are anxious to get on with the estimates we will do our very best. This was the reason for meeting at 9.30 a.m. In respect to the members it makes no difference really with me.

**Hon. Mr. Davis:** Right after the question period.

**Mr. Chairman:** I move that the meeting is adjourned until 10 a.m. tomorrow morning.

Motion agreed to.

The committee adjourned at 10.35 o'clock, p.m.









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# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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Friday, November 7, 1969

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Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Friday, November 7, 1969

Grants, continued .....	S-183
Payment to Teachers' Superannuation Commission .....	S-191
Motion to adjourn, Mr. Chairman, agreed to .....	S-215

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

FRIDAY, NOVEMBER 7, 1969

### ON THE ESTIMATES—DEPARTMENT OF EDUCATION

(continued)

The committee met at 10 a.m. in committee room one.

**Mr. Chairman:** The meeting is now called to order. Mr. Reid.

**Mr. T. Reid** (Scarborough East): Mr. Chairman, last night, in the silly hour, we were on the question of parent-teacher and trustee associations, and I was making the point that when we added up the grants for 1969-1970 and compared them to the grants for 1968-1969 that there was only a \$200 increase in the grants to the parent-teacher and trustee associations. The increase according to my calculations was from \$33,500 to \$33,700. I just made the comment that I found this somewhat inconsistent with the Minister's many, many statements that he wanted to get the parents and the teachers and the trustees much more involved at the local school level. The Minister replied that money could not do everything.

I just point out that if I were in his shoes, I would increase that by quite a bit and perhaps cut down in other areas. I would like to turn to the United Nations Association grant. If I understand the way these grants work, the \$3,500 which is named in the estimates is a "name" grant, and goes towards the general revenues of the United Nations Association. It is not specifically tied to any particular project. Is that correct, Mr. Minister?

**Hon. W. G. Davis** (Minister of Education and Minister of University Affairs): Yes, that is right.

**Mr. T. Reid:** Then we find in the list of miscellaneous grants which the Minister made available to us yesterday an additional grant—

**Hon. Mr. Davis:** Just a minute, Mr. Chairman. The \$3,500—this relates to the circular which perhaps the hon. member is familiar with. We pay them one cent per copy for

the circulars which are distributed through the school system. This is the way we—

**Mr. T. Reid:** So it is a tied grant? The entire \$3,500 is for that purpose?

**Hon. Mr. Davis:** Yes.

**Mr. T. Reid:** Then we find in the miscellaneous grants which the Minister made available to us yesterday another grant to the United Nations Association of \$985. I was wondering if the Minister could—

**Hon. Mr. Davis:** Mr. Chairman, we have to estimate—and the association itself is not sure of the exact amount. The estimate was \$3,500. We have the final figure now. It is \$4,000. We have in the miscellaneous the additional \$500. This is all for the circular that is distributed to the schools.

**Mr. T. Reid:** So in addition to the \$3,500 there is—

**Hon. Mr. Davis:** Five hundred dollars. It is \$4,000 that goes for the one specific purpose to the United Nations Association.

**Mr. T. Reid:** Right. Mr. Minister, I have a letter here from Robin Skuce, the co-director of education's secretariat of the United Nations Association in Canada, and a copy of a letter to the Minister dated September 10, 1969. I would just like to read some short passages from this letter. It says:

Dear Mr. Davis,

As you know, 1970 has been designated International Education Year throughout the world and that year coincides with the twenty-fifth anniversary of the founding of the United Nations. The United Nations Association in Canada has agreed to co-ordinate a number of activities planned for that year and it is in this connection that I am writing to you. Two major events are planned. One, an international model assembly, bringing together approximately 60 students from 30 foreign countries, and an equal number of Canadian students



drawn from every province in Canada. Second, a nation-wide creative art contest involving contributions from hundreds of thousands of Canadian citizens on a topic of Education, the Hunger of the Mind.

The letter goes on to give the Minister a great many more details on both projects which are unique for 1970. The letter also includes a budget statement in which the ten provinces of Canada are being asked for \$3,500 each—the total budget being \$65,000, so the provinces are being asked to contribute something more than 50 per cent. The letter ends by saying:

We respectfully request a contribution of \$3,500 from your province to help offset the costs of the two projects as they relate to students from Ontario.

Yours sincerely,

The date on the carbon copy of the letter I have, which I am quite prepared to let the Minister have at this point, is September 10, 1969. The letter from the association to me—it is a very polite letter—simply says two things. One, they have not heard from the Minister—

An hon. member: Which is nothing unusual.

Mr. T. Reid: —for a project like this. The planning of it seems a bit strange because I know the Minister—had it got to him—he would have answered. Mr. Skuce points out in his letter to me, dated November 3 that:

The provinces that have replied to date are Saskatchewan, British Columbia, Manitoba, Prince Edward Island and Quebec. In every case the reception has been favourable, and the \$3,500 is being presented as part of the budget of The Department of Education. Saskatchewan has questioned whether their grant should be equal to some of the other larger provinces.

I would like to ask the Minister, Mr. Chairman, whether he himself had received the letter addressed to him by Mr. Skuce and what state his decision-making is in with regard to the request for additional funds for these two unique projects for 1970.

Hon. Mr. Davis: Mr. Chairman, this request, along with the many others we receive during the course of the year once the budget is made up, is before the committee reviewing these. Actually we did send something to them on October 17—some \$4,485, which is \$485 over the amount, to cover some addi-

tional copies, I assume, of the *World Review*. This one request for these two items is still under consideration, along with a number of others that we have. It will be perhaps another two or three weeks before we can sort them out.

Mr. T. Reid: If I can just finish up some of the other aspects of the grant I have here, Mr. Chairman. I am of course very pleased to see that there is a miscellaneous grant to the Scarborough board of education conference on understanding mainland China. This is a grant of \$1,000. That was a very successful meeting. I am pleased to see that in there.

The only other area I would like to get some response from the Minister on is the National Ballet School grant, again from the miscellaneous discretionary fund. This year it is \$100,000. I believe last year it was \$80,000. I have had a number of extensive conversations with the people concerned with the National Ballet School, including Prof. V. W. Bladen who is intimately connected with it and with, of course, Miss Betty Oliphant. I am still trying to make up my own mind on some of the fundamental issues with regard to the ballet school.

I was wondering if the Minister might spell out briefly the conditions under which his department would offer full per-student operating grants to the National Ballet School. In other words, I will not ask to get into too much detail, and I will not press him on it, but what is the basic condition? Would they have to go completely under the school board for the city of Metropolitan Toronto? Or would it be possible since they really are a national school to have a direct relationship with the Minister's department *vis-à-vis* teacher qualification, academic subjects and the other areas of professional concern to the Minister and his department?

Hon. Mr. Davis: Mr. Chairman, it is very difficult to say what the procedure could be to qualify for, shall we say, grants under the grant regulations. Obviously I think they would have to be related to a school board to come under that aspect of it and, of course, this is what is very difficult to arrange. I do not know whether the ballet school is interested in that type of structure. I do not know.

Our problem as a government and as a department is that while obviously we support a concept of the National Ballet School and we do want to play a part, we also have to recognize that a goodly percentage of the

young people participating there are from outside the province of Ontario. This does not mean we should not help because we are helping. The grant we pay is a matching grant, I believe, from the Canada Council, and I think Dean Bladen feels, along with other members of the board, that he would like to see it on a, as you say, not a more formal basis, but a basis where the financing of it is not subject to yearly visitations and concern as to whether or not grants are going to be paid.

We have not found any structure, Mr. Chairman, to resolve this particular problem. I do not know what that structure might be quite frankly. All I can say is that we feel that it is the type of institution that does deserve this substantial support. I think the school itself would tell you that they still will not solve all their problems in this current year, even with the grants that are being made available.

**Mr. B. Newman** (Windsor-Walkerville): Mr. Chairman, if I may ask of the Minister at this time why would not that specific grant be referred to the Council for the Arts? They would be better qualified to judge the merits of the programme rather than, I think, the Minister's department?

**Hon. Mr. Davis:** Mr. Chairman, I am not sure that this is quite right. It is a school, you know, there is the academic programme going on. It relates to the Ontario curriculum, and I think really you will find there is a grant from the Council for the Arts to the Ballet Guild, which guild, I think, assists, perhaps through the form of scholarships and so on, some of the tuition fees. It is not a case of as in some situations the council deals with where there is not a very real educational involvement. I mean these students are there and they are taking a goodly portion of the Ontario curriculum.

**Mr. B. Newman:** Well, Mr. Chairman, the thing that does disturb me is there seems to be a proliferation of grants here. I would assume that as the Minister says that if there is an educational value to all of this, or if there is a certain amount of educational involvement, regardless of what organization or association would make representation to the Minister for a grant, there is educational involvement. I have had associations where they would always qualify. There has to be some end to the giving of grants unless it is put on some kind of a scientific or business-like basis.

**Hon. Mr. Davis:** Mr. Chairman, I do not disagree that there has to be some end. Our problem is that most people who come to see us say that the end is too short, or at least they have not sufficient funds. We have had some discussions with the Arts Council. There are two or three areas—I just do not recall them off hand. One is the Ballet School and perhaps the National Theatre School where we are having some discussions that if the organization is very deeply involved in an educational programme, perhaps this should be supported out of the miscellaneous, or the department's estimates, and not from the council so that there will not be this duplication. This has not been finalized yet.

**Mr. Chairman:** Mr. Pitman.

**Mr. W. C. Pitman** (Peterborough): Yes, I would like to come back to what has already been discussed under the role of parents. I think we can hang it on this particular grant to provincial associations very well.

I think that it is hard for the parents. I think they are beginning to realize more and more that they really do not have any official role in the education of this province. If you look at the legislation, really the only role they have is to make sure the children get to school at 9.00 o'clock in the morning.

**Hon. Mr. Davis:** Do they always fulfill that?

**Mr. Pitman:** If they do not do that, of course, they can be hauled into court but that is not really a very effective way, I think, in terms of recognizing the importance of the parent. Not only are they looking towards some more, I might say, legal role in the educational system. We have already talked in the House and we are going to talk I am sure, again and again, about the importance of setting up advisory committees in every school involving parents and setting up advisory committees to the boards of education involving parents. I think it has to be done through legislation. I am sure the Minister realizes this. We have got to do something about the legislative role of parents in Ontario.

I think along with this is the feeling that they really do not count when it comes to support. The Minister said if Home and School really wants to do something in a particular area, they can do it as a sort of an act of will. I would agree with the Minister that if you look across the province you can see such a variety of response to what a



parent can do that one would almost come to that conclusion. I think in terms of reaching this plateau you need two things.

First, as I say, changes in legislation, but secondly I think they need a greater indication of support from The Department of Education. It is interesting, for example, that we pay—what is it, \$23,000 to trustees—I would like to talk about that perhaps a little later. We pay \$8,000 to the Home and School and \$1,000 to the Catholic Parent-Teacher Association. Since Mr. Kierans took over the post office I do not think he could possibly send out a mailing for \$1,000 to the parent-teacher association for that amount of money.

I notice, for example, in Montreal, they are paying directly to every school that has a school council some nominal sum like \$300 to encourage the development—you might say that extra push—which will involve parents realistically in the school programme. I cannot help wondering whether this kind of a thrust does not need some monetary support from The Department of Education as well. I think it is terribly important. I think very much of what we are spending in other areas in the educational system can be undermined unless we get further confidence from the parents.

It is fine if we spend \$.5 million on some glorious educational programme but the parents feel that they do not understand what is going on, they do not feel that they are a part of what is going on—that they have any part of the decision-making that is going on in the schools. I think we just lose millions of dollars of the effect of that programme simply by not making a total response in the area of parents. So I do direct the Minister—I am not at all sure what kind of letters he has had from the Home and School associations. Maybe they have not asked for any more money. Maybe they are one of the very happy satisfied groups of people who should be asking for money. I think we have a responsibility, you might say, to look at that aspect as well as whether the particular group asked for more money and did not get it. I think we have a responsibility to look at some of these areas and see whether they have asked for enough money if they are really going to play the kind of role in the educational system which we in the Legislature feel that they should be playing. I bring that particular point to the Minister's attention. I hope he might respond because I do think that if we are going to have parents really playing an active role in decision-making within the schools, within the

curriculum in the schools, within the administrative procedures and in the behaviour procedures in the school, then I think we are going to have to do something really unique in terms of support.

The second point—I want to bring this matter up again—is the whole question of facilities. I say again, I think it is ludicrous that we should be giving money to the Boy Scouts and the Girl Guides who then in turn are repressed from carrying out their full role simply because they cannot get enough support at the local level to get full use of facilities.

I was interested to look at an article that came out on November 19, I guess it was. I guess this was last year. This is a statement by the Minister without Portfolio, now the Minister of Health (Mr. Wells) who said:

Education grant structures may be changed to force recreation facilities into school design.

I wonder what the Minister meant by that, but I am wondering even more as to whether the Minister had any expectations of putting within his legislation a greater emphasis on the community use of schools. This would be the whole tone of his speech. "The use of school facilities urged for recreational activity," was the headline on that particular article, I think that everyone is now beginning to realize the cost of education and they want more for their money out of education. I was very interested in seeing what the Deputy Minister had to say in Niagara Falls, and in various other speeches he has been making.

I think I have another copy of a speech he made at Banff, or Calgary, or some place, in which he was pointing out that if you want a quality educational system you have to pay for it. I appreciate the fact that that bit of realism is being pointed out to the taxpayers of Ontario, that we are not welching on this, that we are going to pay if we want the equality educational system.

However, I think the taxpayer of Ontario is going to be more impressed if he sees every single facility, that is put up through these grants of The Department of Education being used as close to 100 per cent as possible. Someone made the comparison with the amount of time that it takes to keep a supersonic jet in the air. I think they have to keep a supersonic jet in the air something like 70 to 80 per cent of the time in order to make it pay. One wonders how much of the time a school facility is grounded. It must be "in the air" about 30 per cent of the time. I



think that this is simply not good enough in terms of the Ontario taxpayer. So I ask the Minister, whether he is prepared to do something in a more active way, not just to encourage, but to, one might say, push. You might throw carrots, sticks. I do not care how the Minister wants to deal with this matter but do something to ensure that every taxpayer in Ontario realizes that the money which is being spent on education facilities is spent for the total needs of the community—for action groups within the community, for recreation within the community—so that in a sense—in a kind of urban, industrial society—where people feel less individuals and less and less in control of their social milieu, the school becomes the place where they really do react to the needs of a modern society.

I have only one or two more very short points to make. Here I am making it very clear, I do not simply regard these, Mr. Chairman, as simply peripheral grants. As I said last night, I think these grants are important. I think they are just as important as the money we do spend on what might be called the more formal aspects of education. Until we get out of this syndrome of thinking that education takes place only in school classrooms we are never really going to be able to do much about education in its wider sense. I do not have any hesitation in making some points in this particular area.

In the area of adult education, I notice there are two grants here. One to the Canadian Association for Adult Education, and one to the Workers Educational Association. Here again they are fairly generous in terms of the grants that are being given. One is for \$10,000 and the other is for \$6,000, but I wonder if this is enough of a response to what is surely the next surge. I would think that the money that is going to be spent for the next 50 years—if we take it that far—will be spent on adult education. I am sure this is the direction that we are going to find ourselves going. Out of the elementary, you might say, spending—some other people call it a spree—we are trying to, you might say, hold on in the post-secondary, and certainly in the colleges of applied arts and technology and the universities, for the next 10 or 15 years. We may very well be finding our expenses rising and we will have to cope in that area.

Certainly adult education is the key area if we are in a leisure society. If we are in a society where the demands are so great that we must re-educate ourselves, not only to stay realistically within the world of

work, but also to stay realistically within the world of being a citizen, being a total human being, then we are going to have to do something very, very exciting and unique in this area of adult education. I question whether this is a sufficient grant for the kind of . . . I would hope the research for this is being done mostly at OISE, in the adult education branch, so I am not pointing out that they should be doing the research, but I am wondering whether we do not need a thrust into the terms of organizing adult education, particularly through the colleges of applied arts and technology. I think they are beginning to do this. Manpower was brought into that and we might talk about that later under those institutions. I am wondering whether this is enough money to cope with what will be considered to be the total fabric of education. We simply cannot leave adult education in a kind of a second rate and a limbo position.

We will talk also about the whole question of grants to adults at universities and so on. That is a part of the problem. But I think an essential problem is to organize and identify and to structure adult education in all the communities of Ontario. I think this can be done with the colleges of applied arts and technology as a central core of this. I think that more money must be given to an organization like the CAAE—and here I do not know what they asked for. I do not have any inside information whether they asked for \$20,000 or \$15,000. But here again I suggest it is part of the responsibility of this committee to see whether these organizations are asking for enough. I think we, on this committee, surely if we are looking at anything, we are looking at the total picture of education. We, I think, can fit them into that picture, perhaps in many cases better than they can fit themselves. So I just ask another question, as to whether we are doing enough in that area.

Finally, if I might just ask one more question. I noticed before we are paying out \$10,000 to the Ontario Public School Trustees Association, and another \$11,000 to the Ontario School Trustees Association. Are these organizations coming together? I know four of them came together to form the Ontario Public School Trustees Association. Do these two have different purposes in the structure and therefore demand individual grants, or is this a matter that the department has not looked at in its grant structure?

**Hon. Mr. Davis:** Mr. Chairman, just to deal with the last point. I cannot give you the

exact letters or names of the various organizations, but I believe four of the trustee organizations did come together. These grants, I think, have been increased somewhat to the one organization to see them through the first year of their reorganization and, of course, they are then related to the Ontario School Trustees' Council which speaks, shall we say, for the total trustee group. I believe we had a reduction of some four organizations, as you will recall.

In just a general response to two or three of the other items: The point with respect to adult education. I do not think anybody can dispute—as the hon. member himself mentioned—several thousands of dollars of the OISE resources are related to this field. The great extension in part-time or evening courses at community colleges—and, of course, these school boards themselves are operating very significant programmes in the field of adult education. There is, in total reserves, many millions of dollars. How much should go to, say, a single organization that is involved in the promotion or the structure of it? I think it is very hard to determine, Mr. Chairman. As I say, I think it is a question of looking at the total resources available to us.

**Mr. Pitman:** Facilities?

**Hon. Mr. Davis:** Facilities, Mr. Chairman. I think we are in complete agreement—not necessarily how we achieve this, because I am not sure once again. You would almost have to spell out in any legislative proposal what the school board shall make available to organization A, B, C, D, E, F and G. Certainly as far as we are concerned as a department, and personally, we hope, with some real degree of enthusiasm, to encourage the boards to make their facilities available to recognized organizations within the community. The vast majority of them do.

They do raise this question of, you know, what was the recreation commission or some other organization using it in that they are under some pressures with respect to budgets. Should there not be some sharing in whatever additional costs there may be by other organizations who have access to funds. I think this is really the only problem that I have run into, at least in my discussions with the boards. As far as the general principle of use, I think we are all in agreement.

**Mr. Pitman:** If I might ask the Minister a very short question. Is it not possible, in view of the fact that most of these organizations who are requesting the funds, that they may not be in this estimate, but they are involved in The Department of Health estimates or The Department of Recreation estimates. They are receiving money from the provincial government and it seems ludicrous—absolutely ludicrous—that one group of people receiving money from the provincial government are restricted in their programmes. Or to put it even more dramatically, the total community is less viable and less successful and less humane, simply because we cannot arrange this transfer of money. This is a matter of transferring money from one department in the Ontario government to another department of Ontario. In many cases—

**Hon. Mr. Davis:** In some cases. I do not know if it is right to say many. I can think of a number of cases for instance, in my own community where the organizations who would like to utilize the school system have no grant source from any government agency. They are basically related to interests within the local municipality. This is, I think, where a good portion of the difficulty arises. Mind you, there are these situations—and perhaps the hon. member would express a point of view—we do pay grants to the recreation commissions. Does the hon. member for Peterborough, Mr. Chairman, support the recommendations in the Hall-Dennis report that this should be made a responsibility of the local school boards, or does he accept the point of view of the mayors and reeves and other organizations that it should not? These are the kind of things that—

**Mr. Pitman:** No, I do not think it—I do not think you have to come to a decision on that matter. All you have to do is to decide that the money can be transferred, and did you—

Interjections by hon. members.

**Hon. Mr. Davis:** They can be. The local recreation commission can make an arrangement, as most of them do, with the boards, but obviously if one is to relate these you could see why some people recommend the one approach.

**Mr. Pitman:** I notice the Minister without Portfolio recommends putting them under the education—

**Hon. Mr. Davis:** I just wondered whether you had given it any thought.



**Mr. Pitman:** Really I had not come to grips with that particular aspect, but I would be very glad to give it more study. The main problem is how to—

**Hon. Mr. Davis:** I mean this is one of the big uses of a school facility—for the use of the gymnasium, which is basically a constructive recreational purpose.

**Mr. Chairman:** Are there any further comments under—

**Mr. Pitman:** I wondered if the Minister would react to this business of possibly giving individual grants to schools to develop school councils and school advisory committees at board levels?

**Hon. Mr. Davis:** Mr. Chairman, I cannot comment on that because at this present moment there is no machinery whereby this can be done.

**Mr. Pitman:** One can hope that the Minister will set up the machinery.

**Mr. Chairman:** Mr. Lewis.

**Mr. S. Lewis (Scarborough West):** Mr. Chairman, just a word in passing. I agree with my colleague from Peterborough, and that agreement has been reinforced by my colleague from Lakeshore (Mr. Lawlor) who told me that "Solidarity forever" was the overriding principle of our caucus.

**Hon. Mr. Davis:** When did he tell you that?

**Mr. Lewis:** He told me that about two minutes ago, and—

Interjections by hon. members.

**Mr. Lewis:** —because I was hesitant to dissent from the view of my colleague from Peterborough.

**An hon. member:** You are revealing caucus secrets—

**Mr. Lewis:** I agree that the moneys are useful in the broadest educational terms, but I really think that some of it is so silly and indiscriminate in the way in which you do it that I just want to voice that one thought. I do not know why you give \$3,500 to the Ontario Temperance Federation. First of all there is a violent Cabinet rift, you know about this. The Provincial Secretary is pell-mell liberalizing the liquor laws, becoming the chief drinker in the province, and the Minister of Education is of course supporting the Ontario Temperance Federation.

**Hon. Mr. Davis:** Mr. Chairman, just to interrupt a moment. My memory goes back some period of time and I recall emanating from the NDP seats on occasion the desirability of acquainting young people in the school system with the problems of liquor consumption, the problems of smoking, the problems of drugs—

**Mr. Lewis:** How far back are you going? To Bill Temple's day?

**Hon. Mr. Davis:** No, not that far back at all. I think if you check *Hanvard*, it is more recent than that. As I recall the grant to the Ontario Temperance Federation—they have a programme going, what is it called, Toc Alpha or something—and it is related to programmes of education for young people. Now the hon. member for Scarborough West may not feel that young people should have some knowledge and awareness of the consumption of liquid refreshment at perhaps a premature age, but—

**Mr. Lewis:** As you know, I am a Puritan about such matters.

**Hon. Mr. Davis:** Yes.

**Mr. Lewis:** Okay.

**Hon. Mr. Davis:** This was raised, as I recall it, by the member for Downsview one particular evening about two years ago, in these debates—the grant to the temperance federation.

**Mr. Lewis:** Well he may have raised it. As I recall, it was after a particularly ebullient supper.

**Hon. Mr. Davis:** I do not know, I was not at the supper.

**Mr. Lewis:** It had a rare relevance.

**Hon. Mr. Davis:** I sensed that his leader did not agree with him, mind you.

**Mr. Lewis:** I question, I simply question, this way of doing it. I know that the Boy Scouts are a very reputable organization, God knows. The member for York Centre, I gather, Don Deacon, was head of the Boy Scouts in Canada. Mr. Reid tells me—and the picture of Don Deacon dressed in full Boy Scout regalia, including shorts, riding a GO Train from Richmond Hill to Toronto, would elect him forever. Far be it from me to resist it. I have this sensation, Mr. Chairman, that there are ways of rationalizing these facts—that is really what I am saying. That there are a number of branches in the Minister's



department where some of these grants relating to continuing education, some of these grants which affect teachers' groups, some of these grants which affect parents' groups, could be much more intelligently rationalized. Some of the grants involving the CNIB or the Consumers' Association of Canada might well be rationalized in other departments.

In other words, I am not disputing the value, but I do dispute this sort of, this peculiar hangover we have of past tradition, in the Provincial Secretary's department and in the Minister of Education's department, where hundreds of thousands of dollars are there to be given out holus-bolus in slices and pieces to those who request. Some are turned down, some diminished. The guide rules or ground rules are fairly flexible and not entirely defined.

I think that it would make vastly more sense to incorporate these groups within the more relevant governmental departments. Not in the sense that you would then exercise control over them, no more than you do now, but in the sense that the educational system matures because the relationship is more relevant. Do not let us continue this "bits and pieces" approach which always surprises me. I register that very, very trifling dissent.

**Mr. Chairman:** Mr. Lawlor.

**Mr. P. D. Lawlor (Lakeshore):** I want to join in on that a bit. There are numbers of departments in this government which exercise this form of patronage dividend. And one is caught as a member, as the Minister well knows, Mr. Chairman, in picking, because, as one well knows, if you tee off on one of them the mail increases somewhat from that particular source, and electorally, just from the point of view—one is caught always in a bind in this regard. To perform a public duty, to question in a particular case the giving away of public money which is our responsibility is one side of the fence. On the other the flak that flows from such a carrying on of responsibilities. These are the ambiguities built into a democracy and to an electoral system, and so one hesitates, one well should hesitate, before one questions. The Champlain Society, for instance, in its mighty work of assisting the recrudescence of the cadaver of Samuel de Champlain, still floating up the Ottawa River—

Interjections by hon. members.

**Mr. Lawlor:** At the same time—

Interjections by hon. members.

**Mr. Lawlor:** I would like to know—but I do not know if I want to know this year—

Interjections by hon. members.

**Mr. Lawlor:** But the kind of thing one really should want to know, and which we do not get from the Minister, in his sure-footed adroitness in being pinned down on any particular issue—the gift is superb, but it becomes habituated, you know. Three or four members of the Cabinet have built this into a high art, and they call it the art of politics. I call it the art of obfuscation. It seems to me to have very little relevance to contemporary politics. You are in the business of being able to duck and avoid. We should know what is the total number of overtures made to you, from what sources do they all flow. I would like a complete list of people who have asked for public benefices in this regard. I would like to know on what precise criteria Cabinet committees—no, a committee within the department which approves all of these things—operates. But we are given no indication as to the criteria utilized in this regard, how they arrive at who gets what, why they accepted one and rejected another. We could go on indefinitely on this. That is what I am seeking to avoid because we must get on with these estimates. Still, let me put it this way, Mr. Chairman, I think I shall ask the question the next time.

**Mr. Chairman:** Mr. Lawlor, I thought you might ask why the Sir John A. MacDonald Society is not on this list.

Interjections by hon. members.

**Mr. T. Reid:** A month of so ago I was out in Edmonton and I talked to some of the labour union people out there including a person associated with the Labour College of Canada. I have not got my notes on this but if I recall our conversation correctly he said that they had requested a grant from the Minister's department to help finance the operations of the Labour College of Canada. The Labour College of Canada is a very important institution working at great odds because of the bias of the universities against that type of education. I was wondering if the Minister could clarify for us whether or not he has, in fact, received a request from the Labour College of Canada, whether it was considered, who considered it and what decision was made and why that decision was made. I am really carrying on from what my friend—if not colleague—from Lakeshore was asking.

We would like to know who has asked for grants and who was granted those grants. I do not see the Labour College of Canada either on this list or on the miscellaneous list.

**Hon. Mr. Davis:** Mr. Chairman, the Labour College of Canada has received some support over the past three years from the department. In the initial discussions it was not determined whether this was going to be an on-going situation. I have a letter received around October 20 in that we require financial statements and so on. We have received this from them. The letter itself does not specifically ask for a continuation of the grant, but I think reading between the lines one anticipates that is what they have done. We are in the process of considering it. The final sentence, "with thanks for past courtesies and with best wishes," which I am interpreting, means could we have the same grant again next year?

**Mr. T. Reid:** I can assure the Minister, after having talked to Monsieur Martin, that they want that money and that five of the ten provinces have already got their cheques in. I hope the Minister will hurry up and get his cheque in.

**Hon. Mr. Davis:** The hon. member is always one who always reminds me of the need to handle these things and so on. We had the financial report on October 26, and it is in the process of consideration now.

Interjections by hon. members.

**Hon. Mr. Davis:** We are one of those who encouraged them at the outset rather substantially.

Interjection by an hon. member.

**Hon. Mr. Davis:** No, no, they would have taken an extra month or two.

**Mr. Pitman:** I wonder if—it is a small point—the Ontario Temperance Federation is receiving a grant. Surely right at the present moment it is even more important in the educational experience of young people that they have accurate up-to-date knowledge of drugs. I was wondering if any of the organizations who are concerned about drug addiction have similar grants to the Temperance Federation and, if not, why not? If so I wonder if the Minister might not be concerned about it this morning. But I was just wondering if the Minister had considered any specific action in this area, through any particular group?

**Hon. Mr. Davis:** Mr. Chairman, I do not—and I will have to check this—know of any group comparable to the Ontario Temperance Federation relating to drugs. I do not think there is.

**Mr. Chairman:** Any further comments under item eight? Item number nine, payments to the Teachers' Superannuation Commission. Mr. Martel.

**Mr. E. W. Martel (Sudbury East):** There are several aspects under this vote I want to discuss before getting to the actual superannuation aspect and the grants made.

Interjections by hon. members.

**Mr. T. Reid:** A point of order, Mr. Chairman, I understood that one of the points of understanding reached when we decided we would discuss the education aspect of grants, is that we would follow some of the procedures that we follow in the House. I will not press this. I know the hon. member for Sudbury East is concerned with the same issues as I am. My understanding was the so-called official critic would have a chance of leading off the debate on the estimates. If that is not correct because it has not been the procedure in the House for the past couple of years, I am willing to stand corrected. I think one has to realize that I understood this was the procedure.

**Hon. Mr. Davis:** Mr. Chairman, I was going from memory. If I can be helpful, I know what the tradition was when it was heard in the House—that after the Minister's opening brief remarks, usually five or ten minutes, that the representative from the official Opposition then took two or three hours to rebut and then the critic from the NDP sort of summed up in five or ten minutes. From that point onwards I am just not sure how we proceeded. I think it was just really a case of whatever member got up to ask a question.

**Mr. Chairman:** I would say in the interest of efficiency it is the person whose eye I catch first on the sub-items I wish to recognize.

Interjections by hon. members.

**Mr. Martel:** I want to ask the Minister something I asked him much earlier. It dealt with the husband-and-wife teacher team and concerned one of the injustices of Ontario teachers' pensions—the husband and wife were both superannuated and one dies, so only one pension can be claimed. However, if the



husband is a teacher and the wife a nurse and one dies the other pension could be paid as well. I asked the Minister some time ago, actually a year ago, to have this matter resolved. Now I know this has been concerning the Ontario Catholic Teachers Federation since 1964 or 1965, I believe, because I heard it through. I am still waiting to hear the Minister announce the change that would quash this inequity or this unjust system and bring in a fair system for the teachers of Ontario. I wonder if the Minister would want to comment at this time?

**Hon. Mr. Davis:** Mr. Chairman, the commission has discussed this from time to time. I wonder, really, if there is any injustice. Pensions are obviously related to need. There are many, many single teachers contributing to the pension fund. If there is a married couple teaching and one partner passes on the pension benefits are still available. It is just that the survivor cannot draw the two pensions. How inequitable is this really?

**Mr. Martel:** Mr. Chairman, the Minister knows full well that if one of them was a teacher and the other was a police constable and they both went on pension and one died that both pensions would be forthcoming.

**Hon. Mr. Davis:** But this is out of the same pension fund.

**Mr. Martel:** But you are still paying the same amount of money.

Interjection by an hon. member.

**Mr. Martel:** Does it affect anyone else in Ontario? Is there anyone else under The Civil Service Act or any one where both cannot claim? I do not think you can find another situation like this in Ontario.

**Hon. Mr. Davis:** Mr. Chairman, I cannot comment on the various pension plans. I can only comment on my own, the same way as the rest of you would comment. I have no idea—there are many of them.

**Mr. Martel:** This is a good idea to launch into the major portion because it is the type of inequity, Mr. Chairman, that applies to procedures by this department and the superannuation fund itself, I think in many ways. For too long the teachers have been unwilling. I think it is high time the teachers of Ontario—the very militant group—with very tough manners—sat down and discussed these things rationally with the Minister and did not have to wait twenty years for a decision

to be made. Now for a long time, Mr. Minister, the teachers have been after you to make some improvements in their pension scheme for a variety of reasons. We have teachers who are on the great big pension of \$1,200 a year, which is a disgrace. These people played a major role at a time when salaries were mere pittance. They played a major role in improving the educational standards in Ontario and their reward for doing this is a pension of \$1,200 per year. To me this is really shocking when you consider that we have loaned the teachers—I mean have loaned the provincial government—something like—

**Hon. Mr. Davis:** Were you right when you say “we”. Are you including yourself in this?

**Mr. Martel:** Right. I still pay my pension, Mr. Minister. As a teacher maybe I am a bit too personally concerned on this matter.

Interjection by an hon. member.

**Hon. Mr. Davis:** No, I am not—

**An hon. member:** Then why point it out?

**Hon. Mr. Davis:** He said “we”, he said it.

**An hon. member:** It was the way you picked up—

**Mr. Martel:** I do not mind identifying with the teachers. In 1968 the amount on the fund was in the neighbourhood of \$568,150,445 and we have loaned the government some \$495 million or something like that to date. In a rather foolish way I think in many respects that the government gets away with 5 per cent interest even in this day and age. It is a great fund for the government to draw on at that rate of interest. With that type of money we are capable of paying some of our teachers, as I say, \$1,200 pensions a year. The teachers have been to see you, Mr. Minister. Back in 1966 they asked the Minister to reconsider some of the problems confronting them. You were very benevolent. You brought it up to \$1,200 per annum. That is not really what they are after, are they?

**Hon. Mr. Davis:** This is—let us be very factual about it. I recognize the hon. member wants to make a speech about this, but let us be factual. The initial presentation related to the increase that has been granted. There is an item here for \$480,000 and this was the initial request. Since that time—and there are some gentlemen here, I am not only going by memory—it was the latter part



of 1966, perhaps 1967, when a larger group of superannuated teachers made presentations to me, and have been for the last 2 to 2½ years, relevant to this particular problem. I should also point out to the hon. member just to update him completely—

**Mr. Martel:** No, I am updated.

**Hon. Mr. Davis:** I know, but perhaps we will just tell some of the facts.

**Mr. Martel:** I was just getting there—

**Hon. Mr. Davis:** Yes, well—

**Mr. Martel:** I was just getting there, but you are jumping the gun.

**Hon. Mr. Davis:** But just so there is no misunderstanding—

**Mr. Martel:** There would not have been.

**Hon. Mr. Davis:** No, I am sure there would not have been.

**Mr. Martel:** No, I was coming up-to-date—

**Hon. Mr. Davis:** In conjunction with the federation, who have been acting really as spokesman to a degree for this group of superannuated teachers, we asked for and received a report from the actuary, Dr. Shepard. This was received, as memory once again, some time during the latter part of the summer. We have set up a committee and two meetings have been held. There are representatives there from the OFT and the retired teachers. I believe they have had two such meetings and others are scheduled for next week. I want to make this very general point, Mr. Chairman, and it has to be made: The government is concerned about pensions generally—that is plans in which the government is involved. I know the Minister of Municipal Affairs (Mr. McKeough) is concerned relative to pensions—we are all concerned about just what should be done relative to pensions for public servants as well as the teachers. I cannot tell you, Mr. Chairman at this point just what determinations will result.

The point I have made to the federation people and to the superannuated teachers is that, as far as the government is concerned, you know we have to relate it to the needs and positions of the public servants as well. I think this only valid. This committee has been established, has had meetings and I understand—I have not attended the meetings—that the actuary has been asked to suggest alternatives. One of these, in my view, would

probably include an increase to the minimum pension. There is also a problem of whether consideration should be given to some form of built-in escalation of pension, relative to the increase in cost of living which—

**Mr. Martel:** You are making the speech for me.

**Hon. Mr. Davis:** No. I am just telling what is happening. You know, we are not really quite as difficult as the hon. member pointed out. We are very concerned about the position of these people—we all are. But at the same time there are certain economic considerations. There are other groups in our society that have to be considered, and all I am saying is a personal point of view that the question of building in some sort of escalation provision in pension, to me knowing nothing about it, makes some sense. This, perhaps, would avoid the problems of every five or six years looking for increased benefits or increase in minimums. Whether this will become part of any consideration, Mr. Chairman, I cannot say at this point. To me there is some merit in considering it; I do not speak as an expert on pensions. That, Mr. Chairman, is the up-to-date situation you know of to date.

**Mr. Martel:** I am glad the Minister explained it. It saves me the trouble of explaining. There are a couple of things I do not quite agree with in what he said—one was the latter point. I do not see that much concern by the department. Because this problem first came to your attention in 1966 and a few adjustments were made then, but it has not moved very quickly, Mr. Minister. If you are really concerned you would have moved much more quickly. Money, this is the key of course; money, is it not? If you are so concerned about the teachers, tell me, Mr. Minister, why you are paying the grand total of five per cent interest on the money when in any market today the teachers could get nine per cent on that kind of money without batting an eyelash.

I am told that a one per cent increase in that amount—just one per cent—would be sufficient to bring about the two resolutions which the teachers A and B—let me read them: The Minister of Education provide for an increase in pensions for those persons already on pension, that is, 2½ per cent of the original pension multiplied by the number of years that it has been in force; and B, that The Teachers Superannuation Act be amended to provide for a minimum pension of not less than \$2,100 per annum for these persons on

A, B, C and CB pensions. I am told that a one per cent increase in the interest rate would cover A and B. Am I wrong?

**Hon. Mr. Davis:** Mr. Chairman, I think the hon. member perhaps inadvertently is overlooking one fairly relevant point—the question of the amount of interest. Sure you can calculate this and say if there was more interest there would be more money in the funds. But I think that committee should know that there is a \$50 million item in the estimates which is contributed by the general tax-paying public to the fund to maintain it—what do we call it—its fiscal financial integrity and make it actuarially sound. It is not actuarially sound even with this. This maintains the level—that is the \$15 million. We also make a contribution as a department. This is the distinction to a degree, say, from the public service and so on, of some \$48 million in general revenues as our contribution to the fund. So, Mr. Chairman, the hon. member can make all the suggestions he wants about the question of interest. You still get back to dollars being provided by the general public to the fund to increase benefits. Let us not have this fiction. If you paid more interest—because interest once again is sort of from one pocket to another surely—

**Mr. Martel:** Well —

**Hon. Mr. Davis:** I am not arguing whether they should or should not be increased. I am just saying to the hon. member, as I look at it at least and not knowing a great deal about pensions, that we are sort of begging the question in the particular suggestion.

**Mr. Martel:** No—

**Hon. Mr. Davis:** I think so.

**Mr. Martel:** I am glad you used the word fiction because it is also fiction, Mr. Minister, that you are very generous—putting \$50 million, I think you stated, as your share. I think this year it is \$47 million—in or around that figure, anyway. Mr. Minister, we did not get it from the provincial government, you get it from your employer. So I mean—

**Hon. Mr. Davis:** Right. Are you suggesting maybe this is the way it should be done?

**Mr. Martel:** No. This is the way you want out—

**Hon. Mr. Davis:** No. I want a little healthy discussion here. Are you suggesting that maybe the best way is to remove the question

of teachers' pensions from a direct involvement with the government?

**Mr. Martel:** Oh, no! It is fine where it is. You just want to put it back on the local ratepayers—

**Hon. Mr. Davis:** No, no. There are some teachers who recognize that perhaps in the long run there are some logical reasons why the fund might be better administered as a fund and a pension scheme as between themselves and their employers.

**Mr. Lewis:** In the long run they will all be dead.

**Hon. Mr. Davis:** We all will.

**Mr. Martel:** You know full well that you have got enough problems right now with municipal taxes for schools. If you keep this \$47 million more, you will be in greater straits than you are at the present time.

**Hon. Mr. Davis:** No. Not necessarily because this could be part of their costs, and eligible for grants. For heaven's sake!

**Mr. Martel:** It could be okay. It still comes to the same position does it not?

**Hon. Mr. Davis:** No. No.

**Mr. Martel:** Whether you transferred back to them in the form of grants and they carry the six per cent in equal amount, or whether you do it directly, is immaterial.

**Hon. Mr. Davis:** Mr. Chairman, my point is this, and I am just expressing a point of view that is not government policy, or departmental policy, but perhaps might lead the way to a resolution of the problem the teachers face, and that is to put the fund in a position where it is administered directly by the teachers and the board—that is the employee and the employer. That is all I am suggesting. The question then of benefits and any increase and so on can be determined in the same relationship that it is with a lot of other pension plans. No, I just—

**Mr. Martel:** How can it change anything? Whether it was administered by the board or administered by the—

**Hon. Mr. Davis:** Because those who are then contributing can make these decisions. We are sort of to a degree in a third-party position are we not? I am just trying to look at it constructively. I know the immediate situation so perhaps we should not let it—



**Mr. Martel:** I am trying to look at it constructively. I am trying to look at it from the point of view of those teachers, Mr. Minister, who have been waiting quite patiently in the wings on a \$1,200 pension, when they see, and I am sure you see, great funds available. In 1968, for example, the gross revenue was \$116 million, teachers' contributions \$34 million and payments to teachers, pensioners and estates totalled \$30 million. You know, it is pretty hard for a teacher who sees these sort of figures who is drawing a \$1,200-a-year pension, to accept that there is not money available. And then when you realize it was five per cent being paid in interest on almost a \$500 million loan, and you see the type of interest rate that prevails today in Ontario and Canada, and you realize what four per cent could do, and trying to be rational about it or offering constructive criticism you suggest maybe a one per cent increase that would allow one and two to be enacted, then what kind of comeback do you have to say that this is not a feasible solution to the problem. Increase the rate of interest to six per cent. Either that or maybe we should start lending our money somewhere else and get a greater return on it. I understand that if we increased it by four per cent to nine per cent, it would not only make it actuarially sound much quicker than at the present, but would allow us to provide these necessities for the teachers. I can only suggest that maybe an escalator clause is the answer to all of our labour problems in Canada—and not just the teachers' problem—whether it be pensioners or people who are negotiating contracts, so that you do not get any big increases every year as with teachers if the cost of living is attached right in the contract.

**Hon. Mr. Davis:** I am not talking about contracts. I would not want to get into this. I am talking about pensions.

**Mr. Martel:** I include the pensions, Mr. Minister. I am just saying as an aside that this might be the solution to much of our unrest in every field if this sort of thing were attached into contracts—pension funds and the whole bit—so that you don't have to come back asking for the big bite as in our case every year, in someone else's case, every two years or three years. Of course, the third clause is that the Teachers' Superannuation Act be amended to provide for an escalation clause, which we have just talked about. I want to know, Mr. Minister, how long you estimate—the teachers have waited a long

time in the wings—how long you feel it will take to bring these three resolutions submitted by the federation to become a fact of life.

**Hon. Mr. Davis:** Mr. Chairman, I think I have indicated already what meetings the committee has held and their programme, to a degree, for the immediate future. How soon this report will be available, I am not sure. I know that they would like to have it available within the next two or three weeks and once it is received it will be considered by the government. But I do emphasize that the government is concerned about the total pension problem as it relates to all of those people for whom we have some responsibility and involvement. I can't say at this time when a decision will be made and, obviously, what the decision will be. I can only say from a personal point of view I meet with the superannuated teachers perhaps a little more regularly than the member for Sudbury East and—

**Mr. Martel:** Oh, no! I have my contacts too.

**Hon. Mr. Davis:** Well, perhaps in a more formal sense I meet them. I know their anxiety and their concern, and I can only say from my personal standpoint we shall try to expedite it as rapidly as we can, but it is a matter of total government policy. It is not just The Department of Education.

**Mr. Lewis:** Yes, that is the problem, the basic problem.

**Mr. Martel:** Well, with the Treasurer going to introduce his supplementary estimates, possibly you could, if this report is in soon enough, you could twist his arm a little and make the much needed improvement. I'm not worried about the teacher who is working at the present time. I am worried about these people who are on \$1,200. I want to see this problem resolved immediately. The benefits that the younger teachers will derive and so on is not the pressing issue. The pressing issue is the couple of hundred or thousand teachers who are hungry and are not living with the dignity that the services they provided for Ontario entitle them to. I think it is merely in the neighbourhood of some 4,000 teachers maybe, roughly. I certainly don't think that that involves a great number of people, but I do think that these people are entitled to consideration, and consideration immediately.

**Mr. Chairman:** Mr. Reid.

**Mr. T. Reid:** I wish to say that I endorse the views of Mr. Martel on this completely.



We had this out one day in the education committee and did get some answers which were most helpful to us in doing additional research on the issue. I think it has to be stated quite clearly that the government stands condemned on the sins of omission in the past—I'll get into those in detail in a moment—almost regardless of what committee process they are now into.

I have had meetings with some members of the superannuated teachers' association, and there was one case in particular that hit me. This was the case of a lady teacher in Ottawa. I'll call her Mary S. She died in Ottawa last year at the age of 80, and there was not enough money left in her bank account to pay for her burial. What happened was that a collection was taken up among her few surviving friends—because at the age of 80 quite often there are not too many friends left—as well as among the members of the local superannuated teachers' association.

At least she was buried with a little dignity. The point is that this lady was just one of 2,499 retired Ontario teachers receiving a pension of less than \$1,500 a year. Mr. Chairman, that works out to less than \$29 per week. She was just one of the retired teachers in Ontario whose average age is 73½ years. I think this is very important to note.

If you look at it simply in terms of meetings of committees and changes in legislation, the government record over the past four years doesn't look too bad. In 1966 the government increased the minimum pension for retired teachers to \$1,200 per year. I think it is important to note how fundamentally important this was to over 1,000 teachers in Ontario, approximately 500 of whom had been receiving an annual pension of \$600. That works out, Mr. Chairman, at less than \$12 per week. So this was a good move on the part of the government. At least, it enables some people to live with a bit more money in their pockets.

At the same time the Ontario government amended the legislation so that teachers retiring after January 1, 1966, would have their pensions calculated on the best seven years of service instead of on the final ten years. This is an improvement but the most important point is that it was not extended to previous pensioners. It would have meant an additional \$1.5 million for the more than 5,000 retired teachers who had retired before January 1, 1966. Mr. Chairman, there is a point here. It is simply that the legislation was discriminatory.

**Hon. Mr. Davis:** Well, just one point, Mr. Chairman. It would not, as I understand it, affect the position of the vast majority of the group that we are presently discussing. I do not think that aspect of it would affect that. I may be wrong, as I say, but I think that is right.

**Mr. T. Reid:** Well, with due respect, Mr. Chairman, I would like to continue and the Minister can judge whether or not he is wrong himself. I think he is wrong. But this amendment broke the basic principle of equity that had been part of Ontario's policy since the inception of the Teachers' Superannuation Fund in 1917. That is to say, certain teachers were receiving different treatment under the same legislation. This principle of equity is also now a principle that is operative in British Columbia and Saskatchewan.

Now, the idea that any improvement in a pension plan should apply to teachers already retired is necessary to prevent a vicious kind of discrimination from taking place. For example, these are not actual examples but they are model examples. Two retired teachers who have made identical contributions to the pension fund during a 30-year period but who retired in different years, one just before January 1, 1966, and the other just after January 1, 1966, are not treated equally. It is a vicious kind of discrimination because the older retired teachers are discriminated against. The average age of teachers with pensions less than \$1,500 is 73.5 years, compared with an average age of 67.7 years for those receiving \$3,000.

I am using the Minister's own answer on the order paper in reply to my question last year. I just want to drive that point home. What has happened under this government to the retired teachers of Ontario is that the older you are in retirement, the less you get. You find that the older people are in worse poverty than the younger retired people. I will repeat those facts. The teachers in this province who have pensions under \$1,500 have an average age of 73.5 years. The teachers in this province—the retired teachers in this province—who have pensions over \$3,000 have an average age of 67.7 years. The older you are, the less you get.

**Hon. Mr. Davis:** Well, Mr. Chairman, I would only point out that this is probably true of, I guess, any other pension scheme. The issue that the hon. member for Sudbury East raised was the question of what we refer to as the superannuated teachers. I

still am very much of the opinion that the question of the seven years or the ten years does not affect that particular group of teachers. It does affect the teacher who retired, say—I do not know what date it would be—in 1966 or 1965 or whenever it was the change took place. This is right. But their pensions are affected any day they retire and whether there are salary increases, if a person is staying in the profession, the pensions are going to be different. At some point there always is a change but the group that we are concerned about and where the main thrust of the study is being directed, I do not think is involved in this at all, in this part of what you are saying. I may be wrong and I am subject to correction.

**Mr. T. Reid:** You are dead wrong on this one. I would like to quote a letter written to Mr. Gordon Innes, MPP, and it is dated November 3. I will not give the lady's name publicly, but I will certainly provide it to the Minister later. She says:

Dear Mr. Innes—  
on this specific point, I will just read what is specific to this point:

I write concerning the pension paid to teachers who discontinued teaching before January 1, 1966. I understand the committee is to make recommendations to the Minister shortly.

Then she goes on.

I lost my husband on December 13, 1965 and in fact he retired then before January 1, 1966.

He was 53 years of age and had taught 33 years.

She says:

I fail to understand, first, (a) why this pension is calculated on his salary for his last ten years in place of seven years, the best seven years of teaching, as the pensions of those who quit teaching after January 1, 1966, are reckoned.

Then she goes on with another point Mr. Martel brought up about another issue.

**Hon. Mr. Davis:** Mr. Chairman—

**Mr. T. Reid:** Here is a lady—Let us just hear this answer here.

**Hon. Mr. Davis:** But let us also recognize that this is also involved in the rather complicated issue of the integration, at this point, with the Canada Pension Plan. I am just

trying to keep the issue from becoming too confused, that is all.

**Mr. T. Reid:** No, you have thrown in a red herring here. The Minister can bring in legislation before this House adjourns in December stating that teachers who retired in this province before January 1, 1966, are going to be treated the same in the calculation of their benefits, pension benefits, as the teachers who retired, or died, after January 1, 1966.

**Hon. Mr. Davis:** Can I? Let me do this—

**Mr. T. Reid:** I will put the question to you once more. Why are you treating some teachers more favourably than others simply on a cut-off date? The best seven years of teaching gives you a better pension than your last ten years of teaching even if you retired before January 1, 1966. You know that.

**Hon. Mr. Davis:** Well, Mr. Chairman, I can only say this. I was not at the meetings but I think—and the president of the OTF is here—that the OTF in its discussions are suggesting a form of escalation as being a more equitable approach to this than the question of the recalculation of seven years. No, I may be wrong but Brother Lapointe might just enlighten us on this particular situation.

**Mr. T. Reid:** No, Mr. Chairman. I took the floor and I am going to continue.

**Hon. Mr. Davis:** Well, all right. I am just trying to tell you what, I think, particular—

**Mr. T. Reid:** I am trying to tell the Minister that if that legislation were not discriminatory, it would have cost the fund another \$1.5 million.

**Hon. Mr. Davis:** Mr. Chairman, I will state again that it would not—

**Mr. T. Reid:** And that would mean that the teachers were treated equally and fairly.

**Hon. Mr. Davis:** No, it would not solve the problem of the group that has been, shall we say, one of the basic concerns of this study and the group that has made representation to us.

**Mr. T. Reid:** I am just putting in front of the Minister the fact that discriminatory legislation treats equal people differently.

**Hon. Mr. Davis:** It is not discriminatory legislation.



**Mr. T. Reid:** It certainly is. The basic principle of most pension plans is that those who have already retired are treated equally in the legislation, in the terms of the application of the legislation, to those who retired after that shut-off date.

I could go on and explain for one particular retired teacher in this province, in terms of the income he has and the cost of living, but I am sure the Minister is aware of this. I think it is important, and I still do not understand the Minister's reply to this. The government controls the funds in that pension scheme. The legislation in the Act actually spells out the interest rates, if I understand correctly, and I would like to ask the Minister if he could put this on his check list of replies: What other government legislation spells out the actual interest rate at which the funds must be invested for other government employees, or is this unique legislation with regard to the teachers' superannuation fund? Again, I am getting into the issue of discrimination if this is not applicable to other pension funds.

**Hon. Mr. Davis:** Mr. Chairman, I would have to check. I think there is a rate with respect to, say, OMERS. Whether it is fixed in the legislation, I do not know. But the point has to be made once again that a question of the interest has to relate to the total contribution of the fund. You know, you alter interest, that is fine, but it still is money. And it is money coming from some source, and the only source would be an increased contribution from the government.

**Mr. T. Reid:** Right, right.

**Hon. Mr. Davis:** And this is all I am saying. I do not know that we need to labour the point of interest. This is a mechanical way of perhaps achieving what is being requested, but the mechanical way of doing it still must relate to the provision of monies from some other source to put into the fund. And I am just saying it may not have to be an interest adjustment. It may be some other way if a decision is made to do it.

**Mr. Lewis:** You can borrow money too.

**Hon. Mr. Davis:** Yes.

**Mr. T. Reid:** It is very simple. The principle as I see it, and again I have to agree to disagree, is that the government is an employer contributing to a pension fund.

**Hon. Mr. Davis:** Well, are we an employer?

**Mr. T. Reid:** Oh, we might be splitting a hair.

**Hon. Mr. Davis:** Well, you said we were.

**Mr. T. Reid:** By definition you are an employer. By definition since you are contributing to a pension fund, you are an employer.

**Hon. Mr. Davis:** I do not think the teachers recognize me or the government as the employer. The pension does not either, I am told. However, never mind. That does not matter.

**Mr. T. Reid:** All I am saying is that in the private sector, if you like—and you can disagree with me—in the private sector when an employer puts in his matching contributions to a negotiated contract, that fund is invested without the employer unilaterally saying it can only be invested at 4½ per cent interest. There are two sides to a pension fund.

**Hon. Mr. Davis:** Sure. But you bring in the private sector. I am just interested in this because I know very little about pensions. But in pension arrangements in the private sector, if a person received his pension ten years ago and there is a change in contract in pensions today in the private sector, does that go back and reflect on the person who retired ten years ago? I am just interested in that.

**Mr. T. Reid:** Yes, it does.

**Hon. Mr. Davis:** They get an increased pension then?

**Mr. T. Reid:** It started in British Columbia. They—

**Hon. Mr. Davis:** No, I am saying in the private sector.

**Mr. B. Newman:** It does. In the automotive industry it does.

**Hon. Mr. Davis:** There are some, I understand, where it does not. I am just, you know—

**Mr. T. Reid:** It is probably where you have unorganized labour. Where you have organized labour, it does.

**Hon. Mr. Davis:** Well, it does not in some.

**Mr. Lewis:** You can take your stand safely on both sides of that one.



**Hon. Mr. Davis:** Well, I just thought I would inquire.

**Mr. T. Reid:** Well, Mr. Chairman, I want to go into a couple of points. I think in terms of equity the legislation should apply equally. For example, if you had been a teacher in British Columbia who retired in 1953, you would have had increases in 1954, 1957, 1960, 1966 and 1968. If you were the same teacher in Ontario you just did not get those increases.

**Hon. Mr. Davis:** Mr. Chairman, I wonder if the hon. member knows what the relative pensions would be between B.C. and those dates in Ontario.

**Mr. T. Reid:** Well, I would be interested. There is a principle here that, regardless of what base you start from, if you want to get into a discussion of what pensions are relevant, you have to get a comparable cost of living.

**Hon. Mr. Davis:** Yes, but I would assume that there is some ground for comparison there too. However, that is—

**Mr. T. Reid:** It is the principle involved. At least they did it. The Minister, Mr. Chairman, seems to base his argument of not having done something yet by saying it has to be hidden within the policy relating to the whole government service. He just said he does not consider himself an employer so I will not get into that finicky distinction because I think there are arguments for arguing that teachers are unique even though the government contributes to the pension fund.

I would agree with him on the issue of the escalation clause. I can see that that must be government-wide policy. At least I might disagree, but I can see why it would apply in that case.

Could the Minister tell me what other government pension plan in this province treats some of its retired employees differently than others? And I go back to that 1966 cut off date. Can the Minister tell me whether that piece of legislation that he was relating to the superannuated teachers is a unique piece of legislation applying only to teachers, or is there another Act of government which says that people who have already retired when an amendment was brought in will not get the increased benefit?

**Hon. Mr. Davis:** Mr. Chairman, I would have to do some digging. I am not familiar

with all the government pension funds. I think in the question of minimum that the teachers' superannuation fund is in line with the public service. I think it was raised at the same time. The question of the best seven years or the last ten years, I would have to check out. I am not familiar with OMERS.

**Mr. T. Reid:** Well, if the Minister does not know, I think this weakens his argument in saying that teachers are like other government employees. If he does not know whether or not they are being treated equally now, how can he say, "Therefore, they are like them"?

**Hon. Mr. Davis:** No, no. But I am saying that the main impact of this, the main concern, as I understand it, from the representations that have been made to me, come from those people who, with great respect to the arguments from the member for Scarborough East, do not relate necessarily to the seven or the ten year. This is the case of these people who need an increase in the minimums and this is where there is a relationship to the public service.

**Mr. T. Reid:** Okay. I understand that point. But the Minister could move now—today—to remove the discriminatory clauses in the legislation. It would not solve the problem but it would make it much more equitable and that is the simple point of fact. You know we are faced today, hopefully, with some fundamental changes coming from Ottawa, right?

**Hon. Mr. Davis:** Hopefully.

**Mr. T. Reid:** Hopefully, and the fundamental principle is that like people in the tax system must be treated equally and unlike people treated differently. And it is the same principle here. It is the principle of equity here that you are treating people who are the same differently in the legislation. That is a wrong principle.

Now I agree with the Minister and others here that the real issue is getting more money into the hands of the people who need it but there is a related issue and that is that like people ought to be treated equally under the pension fund. Two 80-year-old teachers who contributed the same amount into their pension scheme should be treated equally. I will leave it at that.

The Minister has again said, he repeats this, that he cannot do anything in this regard until over-all policy is determined for all

government employees. Can the Minister tell me whether there is any other pension plan in the Ontario government which says—the hon. member for Windsor-Walkerville can correct me here—which says that if the husband has been a teacher and the wife has been a teacher and they have both contributed to the pension plan, and they have both retired, and then the husband dies, that the wife has a choice of either receiving her pension or one half of her husband's pension? This is what Mr. Martel was talking about.

**Hon. Mr. Davis:** This is the point and my answer in reply to this would be the same. The Chairman tells me he is not going to marry a teacher. That is one point.

**Mr. T. Reid:** Well, it encourages common law marriages, I can tell you that.

Interjections by hon. members.

**Hon. Mr. Davis:** I will check. I do not think there is.

**Mr. T. Reid:** Your whole argument up to now for not doing anything before now is that you have to consider teachers in the over-all government scheme of pensions and so forth.

**Hon. Mr. Davis:** And money.

**Mr. T. Reid:** And money, okay. My last two questions of you have been that you, in fact, over the past have treated the teachers differently from other government employees. Now in some ways you have treated them better, or in minimum—forget that for a second—but in other ways you have discriminated against them and that 1966 cut-off date was discriminatory legislation. Following your argument teachers are like any other government employees in this regard. You have discriminated against them because of that legislation.

You have also discriminated against them because you have applied the laws unequally to them in this regard. Tell me; you must have people in the government, husband-and-wife teams in other departments in the government, and when they retire they both get their pension. What happens when one of them dies? Do you know that? If you do not know that, how can you say teachers have, in fact, been like any other government employee, rather than just hiding behind—

**Hon. Mr. Davis:** Mr. Chairman, I did not say that teachers had, in fact, been. Nor am I comparing the benefits or otherwise of the teachers' superannuation fund, and there

perhaps may be benefits as well as the otherwise. All I am saying is that we are making changes on the basis of the discussions and the studies that are presently going on and particularly if the changes relate to what we think is one of the main situations and that is alterations in the minimums. We as a government are also concerned about the minimums as it relates to other people for whom we have some responsibility. I am also saying for about the tenth time this morning that as my discussions have gone on in the past couple of years relative to this problem it has been basically on the question of a minimum which has been, I think, one of the main concerns.

**Mr. T. Reid:** It is the main concern. I will conclude with this, Mr. Chairman, the Minister could do things now with regard to the two issues I brought up without even waiting for any more meetings in that committee. I respectfully suggest to him that he do these two things and at least it will make things a bit better if not entirely satisfactory.

**Mr. Martel:** Would the Minister answer my question on the husband and wife? You had indicated you would answer that some time ago, the iniquitous position of husband and wife.

**Hon. Mr. Davis:** No, I just wondered: Where is the inequity? I mean it is a question of need.

**Mr. Martel:** No, no. It is not.

**Hon. Mr. Davis:** Well—

**Mr. Martel:** It is not a question of need, Mr. Minister. It is a question of those people having contributed to a fund. They are the only people in Ontario—

**Hon. Mr. Davis:** Yes, but—

**Mr. Lewis:** Just a second; suppose it is a question of need. Have you looked at the needs of the family?

**Hon. Mr. Davis:** No. Maybe you should check this with the profession itself. It is, you know, it is not a funded plan, is it? Would you say this? Is this fair? It is a pool plan, and I think looking at it realistically, that perhaps there is a distinction between a pool plan and a funded plan. I am now speaking in an area where I do not have all the expertise, and I think that there is a distinction between the two.

Interjection by an hon. member.



**Hon. Mr. Davis:** Yes, but—

**Mr. Martel:** You have got more money coming in each year than you have going out each year. But what has it got to do with capital? They both contribute. I want to know—

**Hon. Mr. Davis:** No. You were talking about equities or inequities, and I just questioned whether it was a question of need. I do not know whether this is being discussed with the federation at this moment or not—the question of dual pension—and I do not know whether they have a point of view on it. I would be quite delighted to ask.

**Mr. Martel:** They do not have a point of view, Mr. Minister, because it went through some of the federations three years ago. Now, whether the teachers on the superannuation commission are pushing it or not I do not know. But I know that the membership wants it. I know that it was passed at annual conventions, and if the superannuation commission is not pushing it, then they are negligent on their part, and this is what I am trying to establish. Who is being negligent here? Is it the Minister in failure to remove this inequity? Or is it the teachers on the superannuation committee who have not asked to have this changed?

**Hon. Mr. Davis:** Oh, no. This has been mentioned by the federation from time to time. They have a series of requests, and I do not know whether they give this the top priority or not because they all relate to money. I cannot comment whether they think this is their top priority. My own guess is that it might not be.

**Mr. Martel:** Well, I do not think they have that much choice. When a membership votes—the membership at conventions votes—that this will go to the government for change, the onus is on them to come and represent the will of the majority of the people.

**Hon. Mr. Davis:** And they have made these presentations.

**Mr. Martel:** Then why have you taken three years to have it changed?

**Hon. Mr. Davis:** Well, Mr. Chairman, I do not want to repeat it again. There are financial and economic considerations involved in, I think, the majority of changes that the federation has requested. And what you are saying, of course, is introduce or implement them all.

**Mr. B. Newman:** You are saying that it is against government policy?

**Hon. Mr. Davis:** At this precise moment.

**Mr. T. Reid:** It is against government policy to treat like teachers equal?

**Hon. Mr. Davis:** No.

**Mr. Martel:** That is what we are getting at. Who is negligent? Is it you that does not want to change it, or the teachers have not really pushed it?

**Hon. Mr. Davis:** It is not the teachers.

**Mr. Martel:** Then it must be you.

**Hon. Mr. Davis:** The teachers have pushed, in a very constructive way, a number of issues.

**Mr. Martel:** Three years—

**Mr. Pitman:** I would like to make a few remarks on this particular subject in a rather straightforward, but probably rather simple-minded, way because, I must say, I get rather confused in all this actuarial gobbledegook.

**Hon. Mr. Davis:** You are not alone.

**Mr. Pitman:** Well, I will be very honest with you that I am not an economist, and I suspect in my own superannuation work—

**Mr. T. Reid:** In view of the Minister's limitations and all the facts in his head now—

**Mr. Pitman:**—superannuation and pension and so on, it hangs somewhere between the superannuation fund, the university, and whatever I am doing now. I suspect I will go on welfare if I ever find I do reach the age of 60. But the point is, I want to come down to it.

I think the key point, as I have come to believe it, is that—and I think it came out twice in what the Minister had to say—this problem is tied in to all the problems of all the pensions of all the public servants in Ontario. Therefore, we cannot do anything until everybody else's pension problems are solved.

Now, I refuse to accept the position that teachers are public servants. That is the term that the Minister used on two occasions, that teachers are public servants.

**Hon. Mr. Davis:** I did not use that term, and I said I was not their employer either.

**Mr. Pitman:** You did.



Hon. Mr. Davis: Well, if I did, it was not the intent—

Mr. Pitman: I am glad you made the point you were not the employer.

Hon. Mr. Davis: Oh, no.

Mr. Pitman: But you did use the term public servants—

Hon. Mr. Davis: No.

Mr. Pitman: —in reference to all of those, including teachers, and this is where I think the hang-up really lies.

The teacher is in a different category. He is not in the employ of The Department of Education. He is in the employ of, up until this time a year ago, 1,500 or 3,000 or 5,000 boards of education across this province. He has not had the same opportunities that individuals would have in organized labour. He has not even had the same opportunity which people would have had in the government service in view of his employer-employee relationship. I think it is a different situation. He is a professional.

Now I know that is a delicate area, because—I am not trying to be a snob—professionals should receive certain added areas of concern. But I think as a Minister of Education, who is concerned about drawing people into the teaching profession, who is surely recognizing the importance of status among the teachers across the province, it is very easy to forget these 2,000 people who disappeared from the active lists of the teaching profession some years ago. But they are a judgment on the educational system of this province. To suggest that a teacher, a person who has provided the services to the society of Ontario, is trying to live at a level of \$1,200 a year, is a total disgrace to the entire teaching profession of this province. A total disgrace.

Now, the member for Scarborough East said that we are not talking about me, we are talking about equity. Well, I am going to talk about me. I can scarcely imagine how those teachers can live on that kind of a stipend. And to suggest, for example, that teachers are professionals—and we usually talk about teachers when we talk about doctors and we talk about engineers and we talk about lawyers, and so on—and to realize that our teachers are professionals who are living at that standard of living, at that level, is just incomprehensible, and is totally incongruous to a Department of Education which, in its constant articulation to the role of

teacher, talks about how important that individual is to the society of Ontario.

Hon. Mr. Davis: Mr. Chairman, just so there is no misunderstanding by those who are not familiar with this, I am not saying for a moment that the \$1,200 is sufficient. But the member for Peterborough, I think, indicates that this is the sole resource. This is plus the old age pension, the old age assistance, right? So that there is on top of the \$1,200—

Mr. Pitman: Well, I hate to mention this but I would suspect that that is recognized, and I would suspect too, that this is not under the estimates of The Department of Education as well. We are concerned with justice in relation to this department, and the Minister himself recognizes this.

Hon. Mr. Davis: Yes, Mr. Chairman, I recognize this. But if one were just reading the way it was stated, he would get the impression, perhaps, that it was only \$1,200.

Mr. Pitman: Yes. Well, he could not even live on that.

Hon. Mr. Davis: Yes. But I am just pointing out that it is not just \$1,200.

Mr. Pitman: But I think that the Minister recognizes that this particular thing is his responsibility. I simply encourage the Minister to get off this kick that it is tied in with the whole government—all public servants in Ontario—and it is tied in with the whole policy of the government of Ontario in relation to pensions. I think that he has a responsibility to deal with this specific problem in a specific way, and for heaven's sake, let us get on with it. Let us take it to the Cabinet.

This is a reflection on the total educational system in this province. It is a reflection of the total role of teachers in this province. To have reports and speeches talking about how we can make a humane and compassionate society in Ontario, and have people who are being treated in this fashion, is simply incongruous. And I simply say that it is a matter of need. In my very simplistic way, I am suggesting that we get on with the legislation and deal with it, because it is specific. I reject the point that we have to bury this thing in a great cauldron of seething discontent of every public servant in the whole province of Ontario, so we can deal with justice in relation to these 2,000 teachers.

An hon. member: Excuse me, Mr. Chairman. Mr. Meen has been on the list for some time.

**Mr. Chairman:** Mr. Meen.

**Mr. A. K. Meen (York East):** Thank you, Mr. Chairman. As a matter of fact, I guess my name has been on the list from the beginning. In the interval since my name went down on your list, I have heard a good many arguments advanced, and answers from the Minister as well. So I think I can limit my comments considerably now.

I do not always identify myself in agreement with the member for Scarborough East, but I must confess that I do find a lot of what he has had to say this morning to make good sense to me.

Before I was even elected in 1967, and frequently since that time, I have had discussions on this subject with some of the retired teachers in my riding, and frankly, I find it utterly impossible to rationalize a cut-off date of January 1, 1966. I have two people in my constituency, one retired in December, 1965, his buddy retired in January, 1966. Throughout all the teaching careers of these two people, both of them had essentially the same income from careers which paralleled each other. And as we all know—we've heard it expressed here this morning—the one retiring in December, 1965, gets the average of his best ten years—

Interjections by hon. members.

**Mr. Meen:**—rather, the average of his last ten years. The younger man—younger by a month—receives the average of his very best seven years. And there's just no way that I can be convinced that there's equity there. I think something has to be done, Mr. Minister, and the sooner it's done the better. If we wait long enough these people will die. We'll all be gone for that matter. But I don't think that's the answer. I think we have to do something. We're busy supporting a plan that's unfunded now. We can't even use the excuse, as I see it, that it's a fully-funded plan, and consequently based on statistical analysis and the statistics of the monies paid into the fund by these people. We're funding it now. We're kicking in \$15 million. And with all respect, Mr. Minister, I would urge you just as soon as you possibly can to bring about some equity and see if we can't help out these senior people. This can't amount to a great deal of money. It will get less every year. And I would like to see them treated the same way as those who are presently retiring and have been retiring since 1966 on the very much better scheme.

The other matter which was touched on, and which the teachers' federation has, I

believe, been pressing, is of course an escalation clause. As I look at most of these pension plans they seem to be tailored to the philosophy perhaps generated during our hungry thirties—the philosophy of protection against a depression rather than protection against the spiral of inflation. With the pressures we see from all sides now pushing the dollar values down continually, it seems to me we've got to change the whole scheme of many of these pension plans and, in the case of unfunded in whole, or in part, plans such as this, be prepared to throw in more money on escalation as well. How that is accomplished in the over-all budgetary picture of the province is obviously a very difficult problem and I know the Minister appreciates the problem as we must all do. But it's something that must not be lost sight of.

Those seem to me to be two distinctly different problems. The one is a matter of equity treatment of all of the teachers, and the second is simply to see that they are accorded an adequate kind of retirement fund so that they can live in the circumstances to which they surely are entitled.

**Mr. Chairman:** There are a number of speakers who wish to speak. Mr. Newman.

**Mr. B. Newman:** Mr. Chairman, the previous speaker certainly put the problem very succinctly to us here—the matter of two different problems. One was of equity to those who have retired and who are now living or being pensioned off on a real basic minimum, a starvation contribution, or a starvation pension, and those who retired prior to 1966 so that the difference was calculated on a ten-year basis versus a seven-year basis.

Now the Minister quite often mentions that we have to look at this from an over-all picture, not only from the effect that it may have on the teachers in the province. Well if we are going to look at it from an over-all picture, then I think the basis for the decision as to how the teachers are going to be pensioned off should be uniform. I understand the teachers are on a seven-year basis and civil servants are on a five-year basis. So why shouldn't the teachers be likewise on the five-year basis rather than on the seven-year basis? Were that basis to be used it could have meant a substantial increase to those that are retiring now or will be retired in the future.

But our first concern should be with those who have retired years ago and are now living solely on the \$1,200 or slightly over the \$1,200-a-year amount. Now the teacher who



did retire in December, 1965, opposed to the teacher who retired in January, 1966, and both being honest leads one to believe you could have bypassed this by simply taking a leave of absence for a month, or being sick for a month and instead of retiring in December, retire a month or six months later and then you may have qualified for it. But, you see, the teachers, being honest folk, didn't consider doing a thing like that.

Interjections by hon. members.

**Mr. B. Newman:** I thought I was speaking for you too. We're all concerned, Mr. Chairman, on this problem, and we would all like it to be resolved and the quicker the better. And it's in the Minister's hands to resolve it with this session.

**Hon. Mr. Davis:** Which pocket?

**Mr. B. Newman:** Well, maybe even that way. But it's against government policy apparently to consider those who have retired years ago. They're not concerned to the point that they really—

**Hon. Mr. Davis:** It's not against government policy to consider those who have retired years ago.

**Mr. B. Newman:** Well, if it were not against government policy, the government would have implemented the request of the superannuated teachers.

**Hon. Mr. Davis:** Well, we did. We implemented their first request.

**Mr. B. Newman:** Well, Mr. Minister, you know what we're talking about and you know the type of request we wish and it's still against government policy to fulfil the request of these people. Now the Minister makes mention of an escalator clause. Well, you never see—

**Hon. Mr. Davis:** I want to make this very clear. This is just as one not knowing a great deal about pensions. As the hon. member for York East pointed out, I think it makes some sense to consider escalation as a part of pensions. And I shouldn't make this observation because I'm not that familiar with it, but to me it makes some sense.

**Mr. B. Newman:** Well, Mr. Minister, it doesn't make the sense to me it may make to you, and I'll point out why it doesn't make the sense. We've seen the effect of the escalator clause on the old age security. Rather than base your pension on the last seven years or the last five years or any

last period of years, why not always base the teachers' pension on one current year or the last five years starting today—the present day? Then you would not have to worry about cost of living escalations. The teacher that retired ten years ago would still get his pension based on the last seven years of a teacher retiring today. So his pension would always be according to the cost of living. There would be no worry at all as to the teacher not being able to maintain the same standard of living. Let me tell you, Mr. Chairman, that this is done today, and it's done in the United States where the individual retires on 50 per cent of the pay paid to the individual in the profession right now. In other words, a policeman in the city of Detroit gets 50 per cent. Were he to retire ten years ago, his pension today is 50 per cent of the going pay today, not ten years ago. He's not worried about an escalator. It's taken care of for him automatically there.

**Mr. Martel:** Well that is obviously an escalation.

**Mr. B. Newman:** Well, let's not necessarily select the 50 per cent. Let's select some other figure and base it on today's salaries.

**Hon. Mr. Davis:** But there is an escalation of three or four per cent a year. If you'd calculated this probably you'd come up with the same thing. It is a form of escalation surely.

**Mr. B. Newman:** Well, yes, but you'd never worry about escalation if you'd base it on today's salaries. As salaries increase, then the pension likewise takes that substantial increase. May I also make mention to the Minister through you, Mr. Chairman, that in negotiations in the auto industry, every time negotiations take place they also negotiate for the pension benefits. Those who have retired not just the previous year but even ten years prior always get the added benefits. And we pay for those benefits, because after all the contribution is from those who buy the product. So whether it is a taxpayer through the provincial sources, or a taxpayer through the increase in the cost of a purchased article, it's still the public that pay. So if the unions can come along and negotiate for increased pension benefits for retirees, I think likewise the same type of consideration should be given to those who have retired long ago on some type of substantial increase in pension as the years progress. That's the



limit of my remarks, and I sincerely think that consideration should be given to looking into the possibility of calculating pensions on today's earnings rather than the earnings at the time the individual retired.

**Mr. Chairman:** Mr. Gilbertson.

**Mr. B. Gilbertson** (Algoma): Mr. Chairman, I cannot help but reiterate what the hon. member for Don Mills has just said previously.

**An hon. member:** East York.

**Mr. Gilbertson:** East York. York East. I am not a regular member of this committee here on education. I am filling in for another man, but I think it would be all right for me to speak a little, and perhaps give an honest opinion. Now—

Interjections by hon. members.

**Mr. Lewis:** Is that why you identified your colleague when you began?—

**Mr. Gilbertson:** I must say that I had quite a lot of requests from my particular area where I come from in regard to this superannuation plan. These teachers had been teaching over the years. They were not just teachers, as they are in this day and age, but they had to be first-aid men. They had to be janitor and doctor and Sunday-school teacher and preacher, and they certainly served a full purpose.

**Mr. Martel:** The only thing they don't do today is stoke the fire. They do all the rest.

**Mr. Gilbertson:** Now I would like to say, before I forget, the most important thing I want to bring out to the Minister is that I feel this is something that certainly should be given serious consideration. Can't you see that the teachers' superannuation is brought up to date, and that we can help some of those teachers who have made such a great contribution to society and perhaps, in dollars and cents, have received not too much? One thing, you can talk with these teachers who have taught in the past, and they have given of themselves.

In this day and age, you know, it's a little different. We look at the dollars and cents instead of thinking about what we can contribute to society. I kind of wonder what is going to happen to our society. Everybody wants more, and they want to do less. There is a limit to what is in the barrel. In fact, I think we're getting near the bottom right now, and if you want

more, all you are doing is reaching in one pocket and taking it out. You have to put it back in with the other hand. You can't take something from nothing. You can't do that. So I think that we need to look at life, start at least to look at it realistically. It looks to me as though we are building the tower of Babel, and we are going to reach the stage where we are so confused that we don't know whether we're coming or going. I would say—

Interjections by hon. members.

**Mr. Gilbertson:** —let us take stock of ourselves and our society. It might happen that we might have to go back and find some of the landmarks. I used to be a sailor on the Great Lakes. I have had a little bit to do with navigating. If you wanted to, instead of staying right on that compass course, you could get a little careless. You could get talking about politics, or you could get talking about—

**An hon. member:** Now that is getting careless.

Interjections by hon. members.

**An hon. member:** You went overboard.

**Mr. Chairman:** Order.

**An hon. member:** He fell over on the right side.

**Mr. Gilbertson:** —and, in fact, I remember an incident. I was a wheelsman and I got instructions to stay on the course. I got the degree to steer on but somehow or other I got a little bit careless and forgot what course I was steering.

**An hon. member:** Did you not go to the left?

**Mr. Gilbertson:** Thank God I did not go to the right. I went to starboard. I do not want to take up a lot of time but I think we are living in a day and age, folks, when there is a terrible lot of—

Interjections by hon. members.

**Mr. Gilbertson:** —we are getting weaker and wiser. Now, if anyone can appreciate education, it is a fellow like myself who was not able to get any, only what I picked up from rubbing shoulders with—well, now I am rubbing shoulders with politicians of course—

Interjections by hon. members.

**An hon. member:** I think I am beginning to understand why you were elected.

**Mr. Gilbertson:** Well, I am glad you can understand a little bit of it. Sometimes you wonder—

Interjections by hon. members.

**An hon. member:** Mr. Lewis, would you still vote for him?

**Mr. Gilbertson:** I always pray that God will direct me, and it is possible he directed me down here to Queen's Park to give a little simple-hearted wisdom—

**Some hon. members:** Hear, hear.

**Mr. Gilbertson:** —and I say, members, let us get down to reality and take stock. Now I know we are dealing with a lot of money here. How many billion is our total budget, Mr. Minister?

**Hon. Mr. Davis:** It is quite a bit.

**An hon. member:** The Lord should never have let you become a land-lubber.

**Mr. Gilbertson:** I know we are on superannuation here, and I certainly am not going back, but I could not help but think of some slight remark that was made about temperance and a few other things about Boy Scouts and things like that. But you know, I still have a lot of confidence in the Boy Scouts, and some people who are trying to do the right thing. I must say again, before I sit down, I do appreciate education and what education is doing for our country. But for goodness' sake, let us make sure that we are not educating without knowing what we are educating for. I know that today people are getting an education and when they come out of school they cannot get a job. So let us try and keep things in balance. Let us see for all the mass of young people we are educating, that we have work for them when we do get them through college.

**Mr. Chairman:** We will perhaps make you an honorary member of this committee, Mr. Gilbertson, as suggested by the hon. member for Peterborough.

**Mr. R. D. Kennedy (Peel South):** Mr. Chairman, I just rise on a point. The hon. member for Peterborough said, if I understood him correctly, it was not part of a broader problem. I think what you meant is you are isolating this to teachers, and though this might be the case, it really is part of a broader problem in that other people are

similarly affected in other pursuits and retirements.

**Mr. B. Newman:** We can only talk about teachers' superannuation at this point.

**Mr. Kennedy:** Well, I am not going to stray too far and get out of order. I just want to speak for a moment. I know persons in civil service, federal and provincial, the railroads, and public bodies and pseudo-quasi public bodies get caught in this same trap. My father-in-law worked 45 years for the CNR. He retired on a pension just before the end of the war, and lived for a good long time on that fixed pension, so we have to pay tribute here to the old age pension that came in and allowed them to live in some dignity. So it does go beyond this to other areas of endeavour. The matter of whether it is seven years or ten years and so on, in civil service, etc., has been a matter really of negotiation. Incidentally, the best seven years or best ten or whatever it is, is usually the last. The last are usually the best.

Interjections by hon. members.

**Mr. Kennedy:** Yes, usually this is the case. You are supposed to strive onwards and upwards and not have earnings decline.

Interjection by an hon. member.

**Mr. Kennedy:** So I have a great sympathy and am aware of this problem as an ex-trustee of a few years ago. I have sympathy for it, but I point out two things. It really has been in many areas a matter of negotiation and I presume we could say we are negotiating here, on behalf of teachers in many ways. This is really what we are doing. It is a matter of negotiation, and also that this involves the number of years, as well as the basis on which they are finally settled, so I thought I would throw in those few remarks.

**Mr. Chairman:** Mr. Reid.

**Mr. T. Reid:** I want to get back into this but the Minister stated quite frankly, as I understand it, that the \$1,200 figure—the basic annual pension to retired teachers in Ontario—did not include the contributions received by retired teachers in Ontario from the national pension plans. There is some discussion on this, whether Mr. Pitman was not misleading but might have put it in a footnote. Now, I do not know whether that is true but just let me read the section, in Bill 186, An Act to amend The Teachers'



Superannuation Act, July 5, 1966. I hope the Minister will listen carefully to this. This is relating to the change in the original Act, section 25, subsection 2, and this replaces that section.

**Hon. Mr. Davis:** Well, Mr. Chairman, not to interrupt Mr. Reid but Mr. Causley, who is the secretary, general manager, and so on of the commission, could tell you with perhaps more authority than myself just what is involved, if you would like.

**Mr. T. Reid:** Just let me ask my question, so that we can get an answer. I want this on the record. I will read section 11, subsection 2, relating to the allowance that is paid to teachers.

The amount of such allowance shall be computed by multiplying an amount equal to two per cent of his average salary for the seven years during which his salary was highest, but a number of years not exceeding 35 for which he has credit in the fund, reduced by an amount equal to 0.7 per cent of such average salary for each year of credit in the fund after the year 1965. But such reductions shall not be computed upon the amount, if any, that such average salary exceeds the year of maximum pensionable earnings under the Canada Pension Plan established at the time he ceased to be employed.

Now later on it says, in the same section—this is what I really don't understand—it says this:

Where the person did not contribute to the Canada Pension Plan the reduction mentioned in subsection 2 does not apply.

I just sit down and ask for an interpretation of the Act. I am quite prepared if the Minister's assistant answers that.

**Hon. Mr. Davis:** Yes. As I tried to explain to the hon. member for Peterborough, that if you are on, shall we say the minimum pension of \$1,200 you still get, what is it, some \$74 roughly, a month. That is part of the Canada Pension Plan.

Interjections by hon. members.

**Mr. Lewis:** Now, now—

**Hon. Mr. Davis:** Right, but this was the point I was making.

**Mr. T. Reid:** Okay. I just have to accept that as being correct and I do. But I am not an expert in this area, neither a lawyer nor an accountant. But I still really don't know

what that means—when a person did not contribute to the Canada Pension Plan. This would apply particularly to people who retired before 1966. The reduction in this pension mentioned above does not apply.

**Hon. Mr. Davis:** Oh, I am sorry, Mr. Chairman. There are still a few people who do not, after 1966, contribute to the Canada Pension Plan.

I would assume these might be people in the religious orders and this is what—

**Mr. Reid:** Religious orders, did you say?

**Hon. Mr. Davis:** Yes.

**Mr. Martel:** Is that what that clause refers to?

**Hon. Mr. Davis:** Yes.

**Mr. Causley** (Secretary, Teachers' Superannuation Commission): This is what this applies to. It applies to those people who cannot contribute to the Canada Pension Plan after 1966. This is the members of religious orders who have signed a vow of perpetual poverty. It also applies to those people who are over 70 and are still teaching and under 18. There are also a group that do not contribute to the Canada Pension Plan because they come from a foreign country where there is a reciprocal arrangement with the Department of National Revenue.

**Mr. T. Reid:** Mr. Chairman, I will drop this. I will accept that statement from Mr. Lewis.

**Mr. Lewis:** Mr. Chairman, this has gone on for a while, but I only have a couple of things to say. I don't want what I think to be the key issue, which my colleague from Sudbury raised initially, to be lost. And I think the Minister saw this as a key issue all the way through. I do not consider the January 1, 1966, cut-off date to be the key issue. I consider it to be an important thing, but I think that this whole debate will go awry if we get lost in this business of January 1, 1966.

Every piece of legislation this government brings in has a cut-off date. When we brought in a piece of legislation on the compensation to victims of crime, we had a cut-off date. For those who had unfortunately had an unhappy occurrence prior to that date, we had to go back and fight for them. When we brought in certain parts of the expropriation bill, we then had to go back and fight for



those who were adversely affected before that date.

**Mr. J. Renwick (Riverdale):** Unsuccessfully.

**Mr. Lewis:** Right, on The Expropriation Act. Whenever these Acts come in, we wage a major battle around the way in which the Tory party insists on dropping the guillotine at a given date. It is even worse because the Tory party hasn't even grasped the possibility of graduating clauses. At least if instead of just dropping the axe you were able to have a graduated formula around the date involved there would be some sense of equity in it; albeit, not total, but some sense of equity. You have, if I may say, Mr. Chairman, the castration formula in legislation. You simply slice through on a given date and that is the way this government operates.

We will continue to fight that every time we have the chance. I don't think that in this vote, in view of the issue that has animated the vote for so many years, that is at stake. What is at stake are 2,469 teachers who are presently receiving \$1,200 a year from this government. Teachers who taught so many years ago when the province of Ontario, under the circumstances that the hon. member for Algoma described, had no adequate pension arrangements at all, and for whom out of an absolute sense of responsibility this government must step in.

Any government with a modicum of justice would step in. You showed that modicum, you raised it what?—by \$300 or \$600. You moved from \$600 to \$1,200. What are these teachers asking? They are asking for another \$900 a year. They are saying, therefore, we received \$1,200 from the government now and we received \$900 from Old Age Security bringing it to \$2,100. We are asking the government for another \$900 a year to give an annual income of \$3,000 a year or \$60 a week. Now \$60 a week. How in God's name can that be characterized as an inflated or inappropriate request by these 2,469 people. We on this side say, Mr. Chairman, that it isn't a matter of taking from one pocket and putting in another, it is a matter of appropriating priorities in government.

**Hon. Mr. Davis:** Mr. Chairman, don't misunderstand what I said. I was referring to the issue raised by the hon. member for Sudbury East relevant to the interest.

**Mr. Lewis:** The hon. member for Sudbury East offered you an avenue—

**Hon. Mr. Davis:** A mechanical way of—

**Mr. Lewis:** The member for Sudbury East offered you one avenue of providing the money by raising what he regarded as an obvious solution. Here are the teachers lending you hundreds of millions of dollars a year and they can't satisfy the needs of these 2,500 people. He says out of his frustration if you can't devise any other way of handling it, Mr. Minister, then throw on an additional interest point and do it that way. He would agree as all of us would agree that if you are prepared to take the money from general revenue that will satisfy the member for Sudbury East as well. Right?

Interjection by an hon. member.

**Mr. Lewis:** I do not want to get lost in that. What we are talking about in the year 1970 is \$2,112,100. Mr. Chairman, although I am loath to point this out that is the top figure—it will be a rapidly diminishing figure if the median age is 73.5. Indeed there are some, like my former colleague in this House from Woodbine, who believed profoundly and honestly that the government was stalling this out over a certain number of years to watch the decimation of those who were left to be benefited by virtue of what was happening.

The numbers are constantly contracting every year. Significant numbers of people are dying as the government plays around with whether or not it should go from \$600 to \$1200 a year. Now, to examine whether or not this is a legitimate priority. Last night we sat in this room and heard that OISE was paying \$2 million a year for a structure of concrete and metal on Bloor Street for 30 years and we cannot find \$2 million for 2,500 people who made an enormous contribution to, and a major investment in this society and which sum would be rapidly diminishing over the next few years. It would not be an enormous burden on the taxpayer. Can you find people in the province of Ontario who would object to these teachers receiving \$3,000 a year in total—\$2,100 from this government?

Can you find people in your own backbenchers who would not consider that a legitimate priority in human terms when one casts it against the contribution they made 20, 30, 40 years ago, however long it was? We in this party simply say it is a matter of human priority. It is not a financial matter which cannot be absorbed. If you have to go \$2,112,100 in debt in 1970 to do it, then go into debt for that amount. No doubt by 1980, alas, the number who remain who require the

additional money will not be very great. The sum will be depreciated accordingly. We are just not talking only in the context of \$1 billion for education. We are not talking only about an enormous sum of money. We are talking about the very life style, the very existence of 2,500 people in this province who surely, deserve from this government better than they are getting after the last eight years of frantic, frustrated, demeaning negotiations with the government.

I do not believe it is particularly with you, Mr. Minister. I know you have trouble with the Treasury Board and that is because these priorities are so lop-sided, always so standing-on-their-head, that they are incomprehensible to some of us on this side of the House. Thus, exactly the same sum we discussed last night for an item that boggles the mind in terms of relating it to these human factors—and I think that is the way we put the case. We do not depreciate the point the member for York East made about January, 1966. Obviously that is important, obviously it is an injustice. Obviously we keep fighting it. But do not let that—I plead with you—becloud the original reality of this group of people who require this increase from this government—now, and your capacity to do it, now.

**Mr. J. Renwick:** Is the Minister going to comment on my colleague's statement?

**Hon. Mr. Davis:** Mr. Chairman, I think really I commented at some length right at the outset when the member for Sudbury East made his observations which were somewhat the same although not quite as gloomy as the member for Scarborough West.

Interjection by an hon. member.

**Mr. J. Renwick:** There is no answer to the urgency of the problem as stated by the hon. member for Scarborough West. I put the priorities—and I am a latecomer this morning—into this committee, but the priorities are obviously very simple as the case which has been made by the member for Sudbury East and the other members and summed up by the member for Scarborough West.

Then there is the case made by the member for York East on the second aspect of it. I would like to turn to the third problem which I do not understand and in checking with my colleagues here on the committee I do not believe it has been dealt with other than to say that none of us here is an actuary. First of all, Mr. Chairman, I would like to

know is the actuary referred to in the report available to contribute to this discussion?

**Hon. Mr. Davis:** No, Mr. Chairman, he is not.

Could be Mr. Causley, who is with the commission, is fairly familiar—

**Mr. J. Renwick:** No, I appreciate that, I want to try and come in on one point. I know as little about actuarial matters as anyone in the room but that I gather puts us all on an equal footing. The hang-up—what the member for Peel says about this being a matter for negotiation—every time you hit into a pension problem somebody tells you it is not actuarially sound and that automatically operates as a stop against further discussion because it is such a mystery to us. As I understand the latest report is the one in 1961 and this current one is not yet ready. Is that correct?

**Hon. Mr. Davis:** Yes, that is correct. I would say this, Mr. Chairman, through you to the hon. member that I do not think that anybody has raised here this morning—certainly I have not—and I do not think it has been raised really in the last two years or 1½—the question of the requests from the federation and the problem of the fund being actuarially sound.

I think we all recognize that technically—and I should not perhaps be speaking with any sort of authority—technically it is not. We are putting in the \$15 million to stabilize this but I do not think—in that we are saying anything related to the actuarial soundness or otherwise relative to the request that is presently in from the federation.

**Mr. J. Renwick:** I understand that. What I want to understand is what does the actuary mean when in the comments related to the 1961 evaluation that he prepared—what does the actuary mean when he points out that the assets should have been \$292 million more or less greater than they actually were and then goes on to say that the actuary estimates that net liability for future pensions and other benefits and payments in respect to those who were teaching at December 31, 1961, at \$435 million. The deductions from this amount of available assets of \$142 million leaves a deficiency of \$292 million. What are those assumptions?

**Hon. Mr. Davis:** Mr. Causley will try to explain this for us.



**Mr. Causley:** The assumptions here are that the current teachers have certain assets which are valued at the present time. This is the money that is currently invested in the stock of Ontario plus—they also have the future contributions of the teachers. This is not assuming additional teachers, but those on the roll at the present time. Included in this is the interest on the investments. Balanced against this are the liabilities of the fund which are the pensions which are presently paid and which are going to continue for a certain determined length of time. Also the refunds that are going to be paid in the future and the pensions for those people who are presently contributing but are not on pension. These are also valued at the present date and the two if they were actuarially sound would balance one another but they do not and this is the actuarial deficit.

**Mr. J. Renwick:** On the latter point. What are the assumptions and what are the calculations that are made with respect to those teachers not presently on pension but who, in fact, are contributing to the fund? That is where the problem always lies. The other ones—you do not have to be an actuary to make the other calculations to which you refer. It is the actuarial calculations of the estimated burden on the pension fund of those persons presently engaged in teaching and contributing to the fund not now on pension.

**Mr. Causley:** Three assumptions that they make in this are the life expectancy of the people who are contributing, their expected salary for the future and the interest rate being earned by the funds. Those are the three factors that are used in calculating the liability and the assets.

**Mr. J. Renwick:** All right. Not only those. I expect that the actuary, if he were here, would simply tell us that the life expectancy of the persons concerned obeys some certain actuarial tables of life expectancy for the group. But what about the middle item? What is the salary projection? Is it based on the existing salaries which are being paid, or is there an additional increment in arriving at this in some anticipation of future increments to the salaries which are being paid?

**Mr. Causley:** Yes, there is an increment taken into account as to what future salaries might be, and as you can tell, this is a very difficult thing to estimate.

**Mr. J. Renwick:** I assume that it would be possible in this report which is being prepared at the present time for the actuary to give alternative bases on which one could state that the fund was or was not actuarially sound? For example, on the basis of existing salary rates, undoubtedly, you could if that were the basic assumption, come up with an actuarially sound figure, which would be different from that projected on some additional increments.

**Mr. Causley:** I'm sure that the soundness of the fund does depend a great deal on the assumptions made by the actuary.

**Mr. J. Renwick:** Would it be possible, since this report must be in the course of final preparation, or very close to it—is it possible, rather than having these flat statements made about it in the summary form, that there be alternative statements put forward showing at what level it is or is not actuarially sound and then ask the final and significant question, "Why does it really matter whether it's actuarially sound or not?" Aren't we almost in the position that—for the increasing number of people engaged in a profession, such as teaching in the province of Ontario, you must almost, of necessity, even though it was of guidance to know what makes it actuarially sound, accept the principle that to the extent funds are not available, in order to pay adequate pensions, you are going to have to introduce the counter-vailing principle of a pay-as-you-go operation, and that good government is in fact going to have to make up on the pay-as-you-go principle the number of dollars which are required to provide adequate pensions?

**Mr. Causley:** One of the things that has kept the actuarial deficit from making its appearance more evident is the fact that the supply of teachers has been increasing and continuing. This may not continue and probably will not continue indefinitely so that the approach of the evil day might be closer than you could foresee five or ten years ago.

**Mr. J. Renwick:** As I say, we were speaking from a relative degree of ignorance. I really cannot pursue it very much further. The unknown factor involved in the calculations, as I understand it, is not only the forecast increment in the salary level, it also must be a forecast of the increment in the number of persons engaged in the teaching profession in the province, the ages at



which they are going to come in and the number of years over which they are going to make contributions to the fund—and at the present time there is a tremendous influx of very young people into the teaching profession. The last point would seem to me to be unlikely to be true. I just don't happen to think you are going to get over the run of the next 50, 60, 70, 80 or 90 years in the province, anything other than a substantial increase in the numbers engaged in the teaching profession one way or another. There may be relative plateaus some way, but in the long run if the population continues to increase as it has in the last 100 years, the projection for the next 100 years would indicate that on average there will be a very substantial increase. The graph would show certain plateaus of course, but could be levelled out in a line which would show a net increase over the period of time. It seems to me it is that kind of thinking which would be helpful to the members of the committee. If we could—well, maybe it will be next year, when the report is a fact then. But if the actuary could be present at that time, so that we could discuss this basic fundamental problem—and those other elementary remarks. I just simply wanted to say that that does not take away—or my comments—from the larger problem which is involved in the actuarial soundness of this fund. It does not take away one iota from the urgency of the fundamental injustice which was summed up by my colleague, the hon. member for Scarborough West.

**Mr. Meen:** Mr. Chairman, there is one other area I'd like to pursue a little bit more concerning the interest being paid on moneys which the fund presently is entitled to. If I could ask the Minister, perhaps, a series of questions as I go along. Could I ask first, Mr. Minister, is the money for the retirement fund taken as part of the consolidated revenue fund of the province?

**Hon. Mr. Davis:** No, it is not, Mr. Chairman, and the province pays—what is it—five per cent. I think it is compounded half-yearly.

**Mr. Meen:** Yes, but where is the money? The province would be paying that surely for the use of that money, would it not?

**Hon. Mr. Davis:** Yes, it is.

**Mr. Meen:** Then it must be, as other moneys in this province are taken, into the consolidated revenue fund.

**Hon. Mr. Davis:** It is on deposit. The commission holds the shares through the Treasury, but it does not go into the consolidated revenue fund either.

**Mr. Meen:** How is the money used then, Mr. Minister? Is it just sitting there?

**Hon. Mr. Davis:** It is part of the fund—reinvested.

**Mr. Meen:** Oh, it is invested?

**Hon. Mr. Davis:** Yes, surplus invested.

**Mr. Meen:** As trust funds would be invested?

**Hon. Mr. Davis:** Yes, and the province is the prime borrower, I guess, in fact it is the only borrower.

**Mr. Meen:** Then really—

Interjections by hon. members.

**Mr. Meen:** —if it goes through on a borrowing basis, then, through to the province's operations into its consolidated revenue—the point I am coming to is that the province is paying 6½ per cent—as we were told the other night in committee of the whole House by the Attorney General when we had his estimates before the House. They are paying 6½ per cent on moneys that are under administration through the Public Trustee's office and that of the Official Guardian. I wonder, therefore, why, well, of course, he also pointed out that there was a scaling, a scaled interest rate. It was not all at 6½ per cent—and I am not raising this criticism of your 5 per cent figure, but merely to point out that the province is paying a higher rate on certain moneys which it has presently in its consolidated revenue fund, and which moneys really in essence belong to other people such as these moneys belong to the people.

**Hon. Mr. Davis:** No, there is no argument here at all. The government is paying the 5 per cent, which is less than it is paying for some funds. But it is unlike other situations where the government is paying interest, in that the government is also contributing approximately \$15 million for the stabilization of the fund. I think from the Treasury's point of view it is six of one and half a dozen of the other.

**Mr. Meen:** That was going to be my next question, Mr. Minister—was this 5 per cent really part of our \$14,889,000?

**Hon. Mr. Davis:** I am not sure of that one, no, I do not believe you could put it in that particular way.

**Mr. Meen:** Where would it show up then? As one of the payments in public accounts?

**Hon. Mr. Davis:** It would not show up in our estimates.

**Mr. Meen:** No, that is right, of course it would not.

**Mr. Lawlor:** Mr. Chairman, to pursue this for a little while longer, as it is a matter of some affliction, particularly to those who are most directly afflicted, and indirectly to us who feel their status. Last spring, I believe it was last spring, the Deputy Minister of Education appeared before the education committee of the Legislature and on that occasion there were representatives of retired teachers who were in dire straits, and who were making a special appeal. I wish, through you, Mr. Chairman, to communicate to the Minister, that there was, in my opinion, a digging in of heels on the part of his deputy, that we went at that time quite profoundly into the actuarial concepts involved here. I well remember the Deputy Minister bringing to the attention—I suppose he was putting it at that time to we newly-fledged people, mere neophytes in the game—the various considerations, but with a curious emphasis that the fund was not properly funded, was not actuarially sound. He pointed out how the fund had grown up over the years in which the contributions fell.

They lagged very much behind the disbursements and that it had gone on in this way, that there was an increasing, for a period of many years coming into the sixties, failure to keep any balance whatsoever. He seemed—and I do not want to put words in his mouth, he seemed to me, and this is my impression—to say, “Well, it is part of the fault of the teaching profession in Ontario, that they have not made in the past adequate contributions into the pool, that some burden or weight must be borne by them”. I remember at that time that we said in reply thereto that surely The Department of Education itself had a considerable responsibility in the matter not to let the thing flounder and watch the floating debris and do nothing about it, nothing to bring this thing into some state of soundness; that you had not taken the initiative on your side either.

I think that where the major responsibility would lie would be with those who

are the concentrated source of government, who have surveillance of these things. It seems to me that there was a dereliction, and has been for many years. When you finally woke up to the situation, you began then to press the actuarial concept involved.

Having even brought that into being, seeking to bring some actuarial sense into the scheme itself, you nevertheless said that because of the accumulative past imbalance it would take a considerable period of time to bring the one into balance with the other. Whether the existing scheme from a certain time in the sixties was, say, forgetting the past for a moment, in itself actuarially sound, the Deputy Minister, in my opinion, came down fairly strong saying it was not. As has been pointed out this morning the factors that go into actuarial estimates are not very moot indeed.

One of them that I think of that affects the insurance industry was that for many years—so far as statistics touching predictable deaths were concerned—they were working on actuarial tables that were completely out-moded. Actuarial tables that were charging premiums on actuarial tables of the incidence of death going back to the beginning of the century. They updated it, I believe, in the 1920's, but they continued then, of course, for another 20 years with those figures. Subsequently, around 1945, the actuarial estimates of life-expectancy within the insurance industry itself were again updated because of the longevity that has come about in recent decades.

There is always an enormous lag there. What I am pointing out here is that I would like my colleague very much to see the basis upon which the actuaries operate. At what time are the life expectancies set up because the fund would be over-funded and the government must not operate on insurance profitability principles so that they get the extra largesse so the increment from antiquated dating practices to help swell the Treasury. Then you would be feeding off the contributions, even as you are at the present time—feeding off the contributions being made by the very people whom you should be benefiting rather than otherwise.

A very close look at the actuarial concepts must be taken by the members with the assistance of our own personal accountants. We will have to hire an actuary or two to sit down with us here. In any event, the second point I want to make here is in connection with the Public Service Superannuation Fund



of which I take it the Teachers' Fund is a portion. The fund as it is set forth in the public accounts of course is a lump sum fund—

Hon. Mr. Davis: Mr. Chairman, I am not sure that it is—

Mr. Lawlor: Well, I can see no other reference to it in the public accounts, having looked through many pages. I was trying to break it down. The sum total of March, 1968, says \$287 million were in pension funds. I refer you to page 21 of the last blue book that we have on this subject. The Legislative Assembly Retirement Allowance was lumped into the total picture, too, along with the Public Service Superannuation Fund, giving that amount of money, that is—

Hon. Mr. Davis: Mr. Chairman, I think really that the Teachers' Superannuation Fund is not included in that figure—

Mr. Lawlor: How much is that sum then?

Hon. Mr. Davis: We will try to get that figure for you. It is not in the public accounts in that particular item. It includes, I think, the Public Service and the Members Retirement—

Mr. Lawlor: Take a guess. Would it be \$50 million?

Hon. Mr. Davis: About, perhaps, between \$325 and \$350 million.

Mr. Lawlor: I beg your pardon?

Hon. Mr. Davis: —\$325 maybe to \$350—

Mr. Lawlor: Thousand? Million?—

Hon. Mr. Davis: Million.

Mr. Lawlor: Take an extra percentage point on top of that, surely. I am going to insist upon the percentage point. You may say that you can take it out of the public revenues as an alternative. That's fine, but in terms of straight financial equity, I suggested that you should have something commensurate with the public market. Even if 1½ percentage points are added on to it, you can't borrow money cheaper than—

Hon. Mr. Davis: No, except that all of that money in the fund, as I understand it, is not all from the teachers' contributions. A very significant part of this is, once again, a public contribution to it—

Mr. Lawlor: Within the fund itself, because of your actuarial funding concepts?

Hon. Mr. Davis: Yes, and our contribution, which—

Mr. Lawlor: Yes, that's what you said gives stability to the fund—

Hon. Mr. Davis: No, no, but there are the two. There is the \$15 million which is to stabilize the fund. Then there is another item of some \$47,800,000, which is our contribution, you know, to the—

Mr. Lawlor: Yes, as a sort of quasi-employer's—

Hon. Mr. Davis: You know, I am confused now. Some of your colleagues say we are, some say we are not. But it doesn't matter—

Mr. Lawlor: All right. You can see the direction of our thinking in this regard. We question the fundamental actuarial estimates upon which you are predicated your refusal to—

Hon. Mr. Davis: No, no. I think the hon. member for Riverdale accepted this. I hope it was made very clear—that the discussions relevant to this particular item at the moment—we have not raised the question of the actuarial deficit or otherwise of the fund—

Mr. Lawlor: I am saying to you that my—

Mr. Martel: Leave it out of the discussion. It's the error—

Hon. Mr. Davis: No, it's not a question of the—I'll just repeat it once again and I hope for the last time, Mr. Chairman. All I am saying is this—and I think the hon. member for Scarborough West agreed with this too—that we are talking of whether it is an increase in interest, or whether it is a decision to increase the benefits. It is money in total from one source or another; the source being, of course, the government, or the tax-paying public. That is all I am saying. I just don't think we should concentrate our discussions on whether the interest rate has increased. The decision must be whether or not the benefits are increased. Isn't this simply it?

Mr. Lawlor: Sure, but I am pointing out to you that even a one-percentage increase in the interest rate would mean they would have money coming out of their ears. They



would live in a state of affluence to which they have not become accustomed—

**Hon. Mr. Davis:** Yes, but I am pointing out too, Mr. Lawlor, that if you do this—and whether it is one per cent or two, or 1½—whatever benefit increase there is—there are X hundreds of thousands of dollars, or whatever it may be. I think the member for Scarborough West put it at \$2 million, something that would have to be paid from somewhere into the fund to do it, that is all I am saying.

Interjections by hon. members.

**Mr. Lawlor:** True, but the Minister misses the thrust of my remark. It is this: that I understood his deputy in the public hearing of last spring—the argument that operates within the mind of your department—has your department got a mind as such?

Interjections by hon. members.

**Hon. Mr. Davis:** Mr. Chairman. Like the party of the hon. member, we allow a great deal of free, creative and flexible thinking within the department. I would only say this: the Deputy Minister, when he was discussing this matter, relates to the factual information and he told the factual information as it was. It is a matter of government policy as to just what changes are made and how we might do them. And to infer or suggest what the Deputy Minister was—

Interjection by an hon. member.

**Mr. Lawlor**—very stingy. I was dealing with the philosophical point, Mr. Minister—can have a mind, or whether it was part of whether you believe in universals or not. In any event at the present—however you may argue that—I am suggesting I would prefer the hard-headed financial approach to the matter.

If there is \$300 million here and you took an interest rate of one per cent you would have—what—you would have \$3 million available. You place \$3 million over against your comparatively insignificant pittance—then there is no comparability. You are like the Australian vulture, feeding off the bodies of the teachers of the province. If I may be sufficiently—

Interjection by an hon. member.

**Mr. Lawlor:** No, it is a straight statement of fact.

Interjections by hon. members.

**Mr. Lawlor:** Therefore, as I say, this redounds on your head as a substantial blot on your escutcheon. If the Deputy Minister reflects this kind of talk that is going on inside the department—that because it is actuarially unsound you cannot, at this time, bring any more equity to bear as to what these 2,500 teachers are entitled to—if that is based on financial considerations of that ilk, then your argument is undermined. I suggest to you—

**Hon. Mr. Davis:** I am saying to you through you, Mr. Chairman—to the hon. member for Lakeshore—that we have not been raising the question of actuarial deficit—

**Mr. Lawlor:** I am saying to you that your Deputy did.

**Hon. Mr. Davis:** That is the impression or the interpretation.

Interjection by an hon. member.

**Hon. Mr. Davis:** He is a very fine person. He would not think of it. I am not patronizing him either. All I am asking the hon. member for Lakeshore is to recognize that the Deputy Minister, when he is asked to discuss these things, gives the factual situations as they exist. Matters of policy are left up to the Minister and the government. That is all I am saying.

**Mr. Lawlor:** This is one of the blackest marks in your record and will continue to be so long as you remain insouciant or in any degree in contempt with the present situation. Whether you argue actuarially or not, I would point out this: that you should turn your attention to increasing it by even one quarter of a percentage point on the interest involved. They would then be sufficiently rewarded.

**Mr. Chairman:** Vote 501, carried? Carried.

Interjections by hon. members.

**Mr. Chairman:** This might be an appropriate time—it is almost 1 p.m.—to adjourn.

**Mr. Kennedy:** Mr. Chairman. I know you have been sitting through the whole session, and I admire your fortitude and devotion. But we have not yet appointed a vice-chairman to fill the position you formerly held.

Interjections by hon. members.

**Mr. Lewis:** We thought of it. We have every talent one could ask for in this committee and we could have turned in any direction—

Interjections by hon. members.

**Mr. Lewis:** I am going to vote against Mr. Meen as Deputy Chairman and I want you to understand why: Because chairmen tend to be inhibited in what they say and I like

what Mr. Meen says in this committee and I do not want it to be lost.

Interjections by hon. members.

**Mr. Chairman:** All those in favour? Carried. I move the committee stand adjourned until 3.30 p.m. Monday, November 10.

Motion agreed to.

The committee adjourned at 12.50 o'clock, p.m.







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# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Monday, November 10, 1969

Afternoon Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Monday, November 10, 1969

Formal education, administration and expenditure .....	S-219
Recess, 6 o'clock .....	S-246

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

MONDAY, NOVEMBER 10, 1969

### ON THE ESTIMATES—DEPARTMENT OF EDUCATION

(continued)

The committee met at 3.30 p.m. in committee room one.

**Mr. Chairman:** The meeting is called to order. Page 47, Formal Education. Vote 502, General Expenditure.

**Mr. T. Reid** (Scarborough East): I was wondering if we might get some agreement on where we might discuss certain items. For example, the section on curriculum development which is not a separate item—

**Mr. Chairman:** I think we discuss it under the subheading of curriculum development.

**Mr. T. Reid:** Well, are we starting then with page 48?

**Mr. Chairman:** Page 47 and then—

**An hon. member:** Do you want to go through them item by item?

**Mr. T. Reid:** Do you want to go through these sub-items or do you?

**Mr. Chairman:** Yes, sub-items. Administration and Supervision of the Registrar, Curriculum Development, Educational Television, and so on. Is that all right with you?

**Mr. T. Reid:** Yes.

**Mr. Chairman:** Administration and Supervision.

Interjections by hon. members.

**Mr. T. Reid:** I am sorry. The young voyageur programme, item 4, under Administration and Supervision. Just a few short questions. Is this a continuation of the Centennial youth travel programme of last year?

**Hon. W. G. Davis** (Minister of Education and Minister of University Affairs): Yes, it is.

**Mr. T. Reid:** And under the federal contributions, included in this \$6,000, or is that a provincial grant?

**Hon. Mr. Davis:** There is a federal return of 18 of the 50. So our actual contribution is 32.

**Mr. T. Reid:** It raises the general point, Mr. Chairman, which a number of us have made that sometimes it is helpful to know whether these specific grants have a federal part included in them. I was wondering if, before the estimates are over, on either Friday or Monday, if the Minister might provide us a complete statement of the complete inclusion of federal funds in the budget he has presented to us for approval. This is the third item that I think that I can recall, in which the Minister has asked us to approve, for example, \$50,000 when in fact \$18,000 of that is federal money.

**Hon. Mr. Davis:** Mr. Chairman, I do not say I will have it by Friday or Monday but we might have a rough figure. A couple of programmes will take some time to break down. I shall try to do so. Certainly I can have it by the end of the session.

**Mr. T. Reid:** Perhaps next year, when the Minister introduces the estimates there should be a footnote to the effect—

**Hon. Mr. Davis:** Yes, there would be a few items where it would not be included.

**Mr. T. Reid:** How are the students chosen for the young voyageur programme?

**Hon. Mr. Davis:** These are done, Mr. Chairman, through the local school systems. Recommendations are made through the schools. We do not, as a department, really become involved in the selection process obviously. The young people here are selected to go to various other provinces. We have a number of them come to visit Ontario. There is, I think, very adequate supervision when they come to this jurisdiction, and hopefully,



when our students visit elsewhere. But generally speaking, Mr. Chairman, the students are selected within the individual schools themselves.

**Mr. T. Reid:** One final question on this item, Mr. Chairman. In vote 501, item 5, there is an item programmed for cultural exchange. I think we lost track of that when we went through 501, but I understand the purpose is very much the same as the young voyageur programme. I was wondering if the Minister could explain the difference between the two programmes, and why the two programmes are not integrated.

**Hon. Mr. Davis:** Well, Mr. Chairman, the one is involved with the federal government. It really had its origin in the youth travel programme in centennial year and, I guess, the year leading up to centennial year. They were selected on the basis of individual students. They are not representative of a cultural or linguistic group or organization. As I say, the involvement with that is basically one of travel, whereas the cultural exchange programme has funds allocated in an area where there is not an exchange *per se*, but where some development in the field of culture takes place. In other words, we will give a grant to an organization here which is making a visit to Quebec or some other province, and there is not necessarily an exchange back here in return. Whereas, under the young voyageur programme, all the provinces are participating and it is confined just to the school students.

**Mr. W. G. Pitman (Peterborough):** I would like at some point, Mr. Chairman, to discuss with the Minister the whole question of his philosophy on the first few pages. I wonder where he wants to talk about it. Where would he feel most happy discussing the whole matter.

**Hon. Mr. Davis:** Mr. Chairman, I am happy to talk about it anywhere, anytime.

Interjection by an hon. member.

**Hon. Mr. Davis:** Well, I hope it doesn't take quite that long. No, this would be fine from my standpoint, subject to what the committee feels.

**Mr. Pitman:** I think this is something that should receive some attention. Really, for some time we have not had a discussion of general philosophy on this vote, and I am sure the hon. member for Scarborough East and certainly the hon. member for Lakeshore

(Mr. P. D. Lawlor) would welcome some kind of discussion on just exactly where we are going. I thought it was most helpful and worthwhile to have a few pages at the beginning of the November's report—the information papers that were given to the committee—to discuss this whole question of philosophy. I am not going to take a great deal of time on it, but there are one or two areas that I would like to hear the Minister discuss. I think it is relevant to all the other votes that come afterwards that we know exactly what is in the Minister's mind and what is in the mind of the administrative department in order to have any real way of assessing what is going on in the committee votes which follow this particular one.

In the first paragraph, the Minister points up two alternatives. He creates a philosophical alternative: should our educational philosophy relate to the world as we think it ought to be today; should philosophy relate to the world which the best predictors tell us will exist tomorrow; or should philosophy be related to the world as we think it ought to be tomorrow? I think that what I see posed here is: is the educational system actually set up to prepare young people for today, or is it set up to prepare young people for tomorrow?

**Hon. Mr. Davis:** Or both.

**Mr. Pitman:** Well, this is what the Minister says. I wonder if I might be allowed to engage the Minister on this very point. It seems to me that the Minister is trying to set up a philosophy of going in every direction at once. No one would suppose that you could have an educational system which is so completely irrelevant to the here and now that no citizen would be able to recognize the society in which he lives. But I feel that here you have a philosophy going equally in every direction. I think it has certain implications that are rather serious and I would like to discuss this. You say here:

In a democratic society it is not possible to ignore any one of these points of view because each has a large number of supporters who honestly believe in their position.

I almost get the feeling that the Minister is saying here that in a democracy you can't have any philosophy at all.

**Hon. Mr. Davis:** No, I'm—

**Mr. Pitman:** There has to be a priority of philosophy. Either we are essentially preparing our people for tomorrow or we are

essentially preparing our people for today, or the past.

**Hon. Mr. Davis:** Mr. Chairman, may I just make this observation? If we are going to have this sort of dialogue, then I think it would be very helpful if the hon. member is going to say, "The Minister appears to be thinking thus," I hope he doesn't mind if I interject and say that, "I am thinking not thus, but thus." All right?

**Mr. Pitman:** Well do you want to? Have I already engaged you on that?

**Hon. Mr. Davis:** No. As long as you won't object if I sort of—

**Mr. Pitman:** No, that is the most valuable way in which this discussion can—

**Hon. Mr. Davis:** —because you are interpreting my statements and—

**Mr. Pitman:** —re-interpreting—

**Hon. Mr. Davis:** Well no, I just want to interpret my—

**Mr. Pitman:** I appreciate that fact. I am quite happy to have it work that way. As a result, our task in education today is to develop a philosophy which is broad enough to encompass the good in each point of view. I am not sure this is possible philosophically, that you can—

**Hon. Mr. Davis:** Surely it is a desirable objective. Its attainment, we admit, is difficult.

**Mr. Pitman:** I'm not sure that it is a desirable objective not to set at least a priority of where the Minister is going. I think it works into a "no" philosophy. This is what many teachers I think, feel about the department when it comes down to action. We can see what is happening. But because there is no specific—I can't say a specific philosophy—but no philosophic direction, we feel that you are going in all directions at once, and therefore it makes it very hard for teachers and principals to—

**Hon. Mr. Davis:** To adjust?

**Mr. Pitman:** —have some idea of what direction they should be going. On page two, you bring up this question of the economic man. You contrast:

the struggle between the education for the world at work and provide people with skills to secure a job versus education for what might be called for living for it to

to be humane, for it to be compassionate, in other words to be a whole human being.

I wonder virtually whether those two philosophies are composed this way. But the second one, which you characterize as doing your own thing, you say:

The two conflicting points of view at least have this much in common: they claim to be related to the world as it presently exists.

I disagree with that. I think the second one, doing your own thing, is probably more related to the world as it should be. That is, the young people who are talking about education to provide them with the greatest degree of opportunity to develop themselves as individuals rather than being processed for a certificate or being processed for a particular direction in the world of work, would say that because the world is changing so quickly, because the world of work is changing so quickly, you can't process me effectively. They would say that 75 per cent of the jobs do not exist now which I am supposed to fill. But obviously the school cannot accommodate that kind of a situation. If the society which is talked about is going to be a major factor in the status and in the kind of life I am going to have then, obviously, I think that these young people are thinking in terms of a society as it should be.

**Hon. Mr. Davis:** No. But with respect, Mr. Chairman, surely the young people are maybe thinking of this, but they are also thinking of an education philosophy as it relates to the day-to-day practice in the field of education where they want greater freedom and opportunity, as I say here, to do their own thing. Surely this is a day-to-day situation that presently exists. It is not something they are attempting to create five or ten years from now. This is what they want, some of them in the educational system today, and we have to be very careful not to talk in absolute terms because all of these things, I guess, are subject to some degree of qualification.

**Mr. Pitman:** I agree. But I think that the problem that I see here is that these young people fully recognize that the educational system, you might say, is more authoritarian than they would want it to be. But I think that they realize even more that the role outside is even more authoritarian. And what they are trying to do is change society by changing the educational system—making the educational system, you might say, such that it creates young people who have a tremendous desire to have free choice and a much



greater opportunity to do their own thing, in the hope that these young people in turn are going to change society. So in a sense, I think, they recognize that what they are asking for is an education for the future. Not education for the present as it is now. I think this is significant in terms of what the implications are. I really think—

**Hon. Mr. Davis:** I really think they are asking for both, but go ahead.

**Mr. Pitman:** Well now, on page three I became rather disconcerted. In the middle of page three you talk about education preparing for tomorrow. You talk about the pessimists and the optimists. Now you say they might both be wrong. Well, of course, undoubtedly they are going to be wrong. Then in a point further on, as you say, we needn't look at the present time and the future as times of opportunity. This is where I felt you got into a kind of pollyanna kind of philosophy: we don't know where we are going so therefore we better do everything as quickly as possible. On the next page, page four: What are the sources of public school curriculum? What concepts of teaching in the role of the teacher are acceptable? And you go on to say—

**Hon. Mr. Davis:** No, Mr. Chairman. I just want to interrupt again. I don't go on to say. I quoted a book at the end of page three.

**Mr. Pitman:** That's something I can never find. Is it a sort of a library?

**Hon. Mr. Davis:** I will get it for you.

Interjection by an hon. member.

**Hon. Mr. Davis:** No, I didn't write it, but I will get it for you. "Designing Education for the Future." I'm not saying these things. These documents ask these questions. I think these questions have some validity so don't interpret them as being necessarily my questions.

**Mr. Pitman:** But as to your statement about the questions. I think you will agree that there are no right or wrong answers to the questions. Well surely "what is to be taught," surely there is a wrong answer to that question. And if we were teaching young people to kill each other, obviously this would be a wrong answer to that question.

**Hon. Mr. Davis:** Yes, but once again may I suggest that the hon. member for Peterborough not pursue it in too much detail.

There are differences of opinions as to what value should or should not be taught in our educational system. This is all I am saying. I am trying to provoke here a little discussion; I am not giving definitive answers. You know if I had the definitive answers I would have laid all of those out for you, as well. But to take one value, one moral judgement that we would all make, I am sure, is not a very good example for what I think is a necessary discussion as to what value should be within an educational system.

**Mr. Pitman:** Well, I am glad.

**Hon. Mr. Davis:** And you do get different points of view. You could get, hopefully, about ten different points of view in this room on two or three issues. You might even disagree with the hon. member for Scarborough West, who knows?

**Mr. S. Lewis (Scarborough West):** Oh, I doubt that!

**Mr. Chairman:** You doubt that?

**Mr. Pitman:** But I think the point is that you give the impression here. This is a philosophy—at the beginning you start with virtually no philosophy. This is a philosophy and there are no right or wrong answers to these questions. I think the Minister has clarified that somewhat, and what we are really saying is that there is a spectrum of answers. Well, I think that is very different from what is stated here. On the other side of the page, on page five:

No person seriously involved in education would let the contradictions of modern philosophies deter him. The daily work of education must go on. Young people want to learn. Young people must learn.

That sounds a little bit like Dick and Jane.

**Hon. Mr. Davis:** I use this "me Tarzan, you Jane" sort of philosophy. In other words, hopefully this is something that those of us who are not practitioners in the field can understand.

**Mr. Pitman:** Well, I do not think—

Interjections by hon. members.

**Hon. Mr. Davis:** I am hopeful that others besides those of us in this room will really read some of this material and the debates from *Hansard* just to—

**Mr. Pitman:** But surely when they read this, the impression they are going to get is



that we have got all this, you might say, philosophic predisposition. But we will forget about that and just start to educate. We do not know where we are going, so we will educate as quickly as possible and we will spend as much money as possible doing it. I do not think this is—

**Hon. Mr. Davis:** Well, we are not spending quite as much as you would suggest to me from time to time.

**Mr. Pitman:** Well, no, I am sure. I am sure the Minister has never received that suggestion from the speaker. You go on to point out that the Hall-Dennis report does not include a formal statement of aims. But surely the whole report is in essence a philosophic document. Because I think if you read that document, and certainly the impression I get from it is one which very much wants to innovate, very much wants to teach young people to live in a world to come. In other words, it is very much future oriented. And this is what bothers me about the whole thing and I think we can bring it right down to the point that, first, I think there is an obfuscation—is that the term that the hon. member for Lakeshore used?—in the whole philosophic content of this document.

But more than that, I think the Minister is sitting on the fence, in relation to whether he really wants an educational system which is geared to a future, or whether he is too much concerned with trying to shore up all the things that he has been doing in the past. And I think this is what, for example, results in some very real problems for the teacher. From the standpoint of discipline, for example, if you are taking the point of view that the educational system is trying to relate young people to the present, particularly as it has been created by the past, then you have specific norms for student behaviour and then you have a perfect right to use corporal punishment. The Minister, on the other hand, is trying to stop this as the means by which we try to—

**Hon. Mr. Davis:** Do you agree with that, incidentally?

**Mr. Pitman:** Do I agree with your decision to get rid of corporal punishment?

**Hon. Mr. Davis:** Yes.

**Mr. Pitman:** I certainly do. I certainly do.

Interjections by hon. members.

**Hon. Mr. Davis:** Well, I am just curious.

**Mr. Pitman:** I am very glad to satisfy the Minister's curiosity on that point at any time. But you see, this is the problem. If you are trying to—

**Hon. Mr. Davis:** A lot of the profession do not agree with you, you know.

**Mr. Pitman:** Oh, I—

**Hon. Mr. Davis:** Is this not one of the problems in education today? You know, it is fine to talk to me about a philosophy, but I think there is the responsibility. There is a question, "Well, what direction should we be going?" and so on. But let us face one very real fact. And that is, no matter what the Minister says, what the philosophy of the department may be, until these things can be translated into an effective day-to-day operation in the classroom, you haven't really accomplished it. Okay? So what you do is to take a semi-pragmatic approach with some, hopefully, thoughts, not only for the future, but the relevance of what you are doing today, and to say that one should have a clear-cut, well-defined objective or philosophy in education today so everybody knows exactly where we are going and what we are doing. It would be great. But I say very frankly, I do not think that this is really possible to achieve. And if you did, I am not sure you would necessarily be right anyway. However—

**Mr. Pitman:** I think that what the Minister has now said is that he is taking a non-philosophic approach—it is largely pragmatic.

**Hon. Mr. Davis:** No, no! I say I am partially pragmatic because you have to be. The schools are there, the children are there, and the educational experience may go on, and we cannot declare a moratorium. Should I use that word at this precise time? Well, it is not for two or three days. You cannot declare a moratorium and say "Let us close the schools for a couple of years until we see exactly what we want to do." Right?

**Mr. Pitman:** Well, I know that has been suggested.

Interjections by hon. members.

**Mr. Pitman:** I am, though, concerned about this because it has put tremendous pressures on the people in the field who are working there.

**Hon. Mr. Davis:** Sure it has. There is no greater pressure today. But then that is why they are pros; that is why they are there.

There are pressures on everybody involved in education.

**Mr. Pitman:** It blocks you off from making other responses. This, I think, is the problem that I see. For example, as I was saying before—

**Hon. Mr. Davis:** Not for the good teachers.

**Mr. Pitman:** It is a matter of principle. If you are saying that you can grind the young people with a certain discipline approach, a certain discipline pattern, which has its justification in the past, then you have all kinds of justifications for the principal adopting a certain authoritarian approach. But on the one hand, if the other areas in your education philosophy and the activities you have encouraged indicate that discipline is much more complex, that schools be more open, that there should be the use of corporal punishment, then you see you have created a different kind of situation altogether. I am not at all sure that the single school can look after every student. The problems that the principals are having right now is that they cannot cope.

**Hon. Mr. Davis:** Well, I—

**Mr. Pitman:** How are they going to be in one area and still be able to provide, you might say, the structural discipline situation which parents, and certainly school authorities in many cases, seem to want?

**Hon. Mr. Davis:** Quite. You cannot. And you only do it through some period of evolution that, hopefully, does not take too long—and I do not think it has in this jurisdiction—with a recognition that you cannot jump immediately from one into the other until there is the feeling, or the understanding, particularly on the part of the profession, as to what one is attempting to achieve. Take the Hall-Dennis report. You have gone around this province—

**Mr. Pitman:** I do not think—

**Hon. Mr. Davis:** Well, I think you have. And you have enunciated rather clearly your very enthusiastic support of the Hall-Dennis report. I think you have. I do not think that is an erroneous interpretation.

**Mr. Pitman:** All right. Carry on.

Interjections by hon. members.

**Hon. Mr. Davis:** No. I'll try to quote you accurately. I think you have, and I think with real credit. But the point is this: you have

seen the discussions, you know the reaction from certain people in the profession, and a percentage of them that disagree. One doesn't ignore them at all, because they are competent people with their points of view. But quite obviously there is some underlying philosophy, not necessarily as it relates to values, and so on, but one basic philosophy, I think at least, in the Hall-Dennis report. It is something we have all believed anyway, and that is, that the educational system must be related to the individual needs of the students.

Now, how you achieve this we can debate, but I think we all agree substantially. The point I am making is that in order to create the atmosphere and the feeling for this type of approach, you have to have something more than a token support from the people responsible. At what point do these things merge? I don't know. But we can sit back and do nothing, that's an easy thing to do, but it would be an abdication. So you go ahead.

**Mr. Pitman:** Well, the point that I'm afraid of, that I see in this philosophic introduction—

Interjections by hon. members.

**Mr. Pitman:** —we're backing down. That is, I think that the Minister has at other times and on other occasions put forward, you might say, the great thrust forward, into a new kind of educational system. I see here almost an attempt to slow down the pace. That is, we're going to take a look to make sure that we keep all those who want to keep the system the same as happy as possible.

**Hon. Mr. Davis:** Mr. Chairman, I am sure he has one, but if he hasn't I've got a copy here and I'll get another one, of the speech made to the headmasters last March, which is now departmental policy, and which hopefully will be substantially part of the secondary school approach to education in September, 1970, and in more schools in 1971. We are not making it compulsory. Surely this is far from a slowing down. This is certainly not the reaction of the people in the profession and the headmasters. They think that we are moving fairly rapidly, and this is one of the basic reorganizations that has taken place in secondary school education.

**Mr. Pitman:** I agree, but—

**Hon. Mr. Davis:** But it has been done prior to the establishment of the thoughts contained



in pages four, five and six in the background documents.

**Mr. Pitman:** But you see, in—

**Hon. Mr. Davis:** Some people would say this is about all they can digest for a year or two.

**Mr. Pitman:** Well, I agree.

**Hon. Mr. Davis:** Some of your good friends—

**Mr. Pitman:**—of the Minister's actions and his policies than perhaps he has, but—

**Hon. Mr. Davis:** Well you were telling me that sometimes the profession is objecting that we are going too fast.

**Mr. Pitman:** Well, the problem is, I say to the Minister, that the Minister moves ahead, but he's dragging all this behind with him. This is why the teacher is really confused. The teacher doesn't know whether he is supposed to be giving the great truths of the past, and telling kids what to do, as certainly some of this philosophy would indicate he should be doing, if he's to prepare young people for the world of today, or whether he's supposed to launch off into all kinds of innovation—new techniques, open classrooms, the discovery method, and so on. It's this ambivalence that I think is confusing—the day-to-day activities of teachers and principals across the province. This is the point that I am trying to make.

The same with the curriculum. For example, there is in the board of education in Toronto that magnificent little book, which I think the Minister has been shown, telling teachers that they musn't talk about controversial subjects, and that they must make sure that they don't criticize the Crown, and all this sort of thing.

**An hon. member:** Oh really. Shame.

**Mr. Pitman:** And of course this is just unconscionable—

**Hon. Mr. Davis:** You wouldn't criticize the Crown!

**Mr. Pitman:** The Minister is trying to drive me off course, and I will not be driven. The Minister wouldn't accept that as the kind of thing which could take place under the kind of position you took, as you say, with the headmasters association. But people like that can find a great deal of comfort—I think that's the word that the Minister used philosophically but they find comfort—in statements like

this which don't provide any kind of philosophic direction. It's so obscure that it goes in all directions. And I am just trying to get the Minister to realize that he's on the road in terms of things that he's doing, and in terms of what, I think, is coming.

But the problem is, I think, that the philosophic content of this is simply not sufficiently forward-looking and innovative to supply, I think, the kind of direction that we want in our schools. Particularly, it confuses teachers, and even more, I think, it confuses parents who don't know whether the school is there really to discipline their kids or whether it's there to let them do their own thing, and whether the school is the place that should be disciplining them or letting them do their own thing. And you get newspapers that can't seem to straighten this out. And so the newspapers make a great deal of trouble over a principal, for example, who takes a particular stand. And then the principal is driven into a corner because of this philosophic ambivalence. I just suggest to the Minister that we need to get out of some of this philosophic ambivalence, and try to provide a more direct philosophic content for the direction in which we are trying to go.

And I would suggest to the Minister that it is an innovative programme that we have in Ontario, that it should be certainly an exciting one, that it should not be discipline-oriented, and that on the whole it should be attempting to provide the kind of educational experience that is needed by young people who are going to fit into a future world. Let us hope they will be compassionate as well as being useful young people. I just would like to see a more courageous policy put into being in that document.

**Mr. Chairman:** Mr. Reid.

**Mr. T. P. Reid (Rainy River):** Perhaps there are others that would like to speak on philosophy of education on this particular theme.

Interjections by hon. members.

**Mr. P. Lawlor (Lakeshore):** I would like to say a few words. First of all, as to the Minister's general deportment in regard to the problem of the philosophy of education—

**Hon. Mr. Davis:** As long as you confine it to that!

**Mr. Lawlor:** The problem, precisely, is one of departmental fuzziness and indefiniteness, and the desire to go off in all directions,



please all parties, and be all things to all men in this particular regard.

**Hon. Mr. Davis:** Well, I can only say this. If you think that the Minister has pleased all parties involved in education in the last six years, you have not been as close to it as I have been.

**Mr. Lawlor:** Well, according to this magnificent treatise on the finer qualities of education, I would think that there was a deliberate attempt to so obscure the issue as to precisely please all parties and please nobody. What are you seeking to do? Sometimes when I read your reports, it seems that you give full credence to and emphasis on the direction and thrust of Hall-Dennis. Could I ask you quite bluntly whether or not the fundamental tenor of Hall-Dennis meets with your—

**Hon. Mr. Davis:** One has to be very careful here. You can, in a very few sentences, tell me what you think to be the basic tenor of the Hall-Dennis report, and then I will tell you just how I react to it. The basic tenor of the Hall-Dennis report has been interpreted to me in several different ways, so I have to know your interpretation before I say yes or no.

**Mr. Lawlor:** Is not that typical? Exactly what I am complaining about. It is to me fairly clear that you might have in your mind, which you simply must have, a delineation of something that Hall-Dennis means to you. That is what I am after.

**Hon. Mr. Davis:** But you are the one who engaged this discussion. You asked me to tell you. All I am asking from you is your definition so I can tell you. Then we will both know what we are talking about.

**Mr. Lawlor:** I do not want to play ping-pong—

**Hon. Mr. Davis:** I know you do not.

**Mr. Lawlor:** —bouncing the ball back and forth.

**Hon. Mr. Davis:** But it is a very fair question because I am faced with this rather regularly from people who say to me: "Mr. Minister, do you believe in the Hall-Dennis report?" And I have to say to them, "What is your interpretation before I tell you?" That is all I am asking the hon. member for Lakeshore, Mr. Chairman.

**Mr. Lawlor:** Very adroit and obfuscatory indeed.

**Hon. Mr. Davis:** No, it is not. No, it is not.

**Mr. Lawlor:** All right, I will go on with what I have to say. In any event there are certain things that I agree with—and there is a good deal I disagree with in Hall-Dennis. Education, everyone agrees, is perhaps the most value-laden subject of them all. In the realm of values there is inevitably a certain emotion and a certain subjectivity involved so that we rate things as to what we are trying to achieve in terms of either actuality or ideals—different things among different people. Quite validly so in a pluralistic society.

It seems to me that nevertheless there are certain ideals we hold in common and certain cores, disciplines and modes of reasoning that you cannot be considered an educated man if not possessing. The first step in Hall-Dennis and perhaps the most profound statement is that the man makes his approach seem rather poetic. He says that being educated is like falling in love, and if one has not experienced that—that if your educational regimen is not disposed to make the knowledge a living thing—then all is wasted. This I take to be the basic premise of Hall-Dennis.

Last year in the House, if you will remember, I did not quite say that. I said education was like a sexual experience you know. It was that rarefied sexuality whereby, using Freudian terms, you sublimate or you take off—or departing from the wholly physical, you have your delectation intellectually.

Interjections by hon. members.

**Mr. Lawlor:** We could throw it out. Numerous parallels occur to me, but I would simply get into forms of perversion—but there is a great difference between the two forms of activity in terms of even the pleasure principle involved. The Hall-Dennis, I have two complaints with it—I was going to be fairly superior for a moment.

My first complaint about Hall-Dennis is based on a distinction between mystery and problem. Hall-Dennis, like Dewey—I would like you to know that your Deputy said I misconstrued Dewey last year. I did not, nor will I this year, thank you. All thinking for Dewey arises on the occasion of a difficulty. You come up against some obstacle in human life and you stub your toe—or you stub your intellectual toe against a stone and then it starts the gears turning over. You say how am I going to solve this difficulty I am

in at the present time, mostly concrete, down-to-earth, existential difficulties.

Not difficulties way up there solving a mathematical equation or difficulties in physics trying to solve the fundamental structures of the universe. By the way, metaphysically we import this, whether we like it or not, a whole fabric of predispositions and presuppositions. Collingwood, the great English writer, has written on education, too, but also a whole book about the fundamental presupposition with which people uninvestigated came into the world and the whole job for him, of philosophy, was to bring them up like a glittering fish and hold them to the light and see how they wiggled. And it is so with education, too. Only when we hit the acme, the pure distillation of knowledge, the thing that we are all ultimately striving for—only when we grasp this purity do we see the light. Let me divert for a moment. You know I was thinking that in the education system you often ought not to have definite chosen subjects at all, but that you ought to throw over the lot and bring yourself into rapport with Lawlor by teaching nothing but philosophy. In other words, I would suggest that you do not teach mathematics, you teach the philosophy of mathematics. You do not teach science you teach the philosophy of science. Quite a different thing inherent in the philosophy of science is the profound knowledge of the history of the subject and how the earliest explorers in any realm, biology, physics, followed through by way of accumulative action and the congression of minds working over the same problem. You would have a philosophy of languages, you would be teaching languages in order to teach the philosophy of language and if you were concerned with play then there are numerous philosophies on the philosophy of play. If you want to teach child-care then there is philosophy of child care. You can go on with this almost indefinitely pointing out that in each area there is—I suspect that in future generations this is what it will all come to because then you get the thing taken contextually, you get knowledge not only in depth and penetration but you get it in expansion and in its application over—and the interweaving, interlocking possibilities of study, which is Whitehead's main theme on education that you cannot departmentalize. You bring things together, as much as possible, synthetically to bear on a particular subject and if you are of German idealistic extraction—Hegelian, Schillingian, or something like that, you know that you cannot talk

about anything really unless you talk about everything.

The only difficulty is you can't talk about it all at the same time. The way in which you approach the subject, there's a fundamental truth to it. "All heaven in a grain of sand" kind of thing. Having finished the bracketing and the diversion, I want to come back to criticism of Hall-Dennis. Hall-Dennis, I say, deals with education in a Deweyite way, which is for me rather narrow and mechanistic—in other words it runs directly contrary to the creativity and the spontaneity, the vital interest that is so inherent in Hall-Dennis. Yet he adopts this other philosophy which is, I suggest to you, not completely in line with all the effervescence that education must need if it's to find itself in the individual and to give them that *élan*, that drive or search, that constant discovery, that sense of not ever knowing enough about anything, and always a sort of pain-pleasure relationship which is involved, a suffering which is inherent.

This is where it differs from Freud, because education having intellectual content involves pain inevitably in the process of learning. All learning is a form of pain. The nights that one spends up reading books and perusing and finding you don't understand and cursing one's self because you can't grasp and your comprehension is so weak and negligible over against those whom you are studying. All this and when you break through, on occasion as one does, there is a kind of ecstasy involved, a brilliant lighting up of the mind which again, on its own level, and with all due respect, resembles the climacteric of a sexual experience. This is the fruition of education. It happens maybe 15 times a day, and then months may go by where the—

Interjections by hon members.

**Hon. Mr. Davis:** That was the first time I have been a little bit impressed—

**Mr. Lawlor:** Continuing, not in the same vein. I knew there were parallels that I hadn't thought of. Draw them out for yourselves from now on. To get down to what we are trying to do. We are trying, as only seldom in the past, as I think we have done in these estimates we are really trying to say, "What are we aiming at? What is the intent? What is the direction of an educational system?" The emphasis on the problematic is fairly a conundrum type of thing. It is like a crossword puzzle approach. It says that things in this universe are ultimately soluble,



and that they are, secondly, permeable by the human mind. That is, no matter what you touch, if you try hard enough and if you use the instrumentalities at your hand, they all come out in the wash. I suggest that is a false approach, that there are opaque elements in all human endeavour that do not surrender themselves up. They are not just a question of not easily, but at all, to human intellection, to investigation, and that if you investigate even matter, you find unions of silences, if you investigate the atomic structure of matter and what not, you will find it recedes from you. The more that you penetrate, the deeper the mystery grows.

So it is mystery that should be considered central to the educational process—the penetrations of the mystery. You may draw whatever other parallel you wish in this context. It is hard to explain, because mystery itself is mysterious. It certainly says that you are not going to bring an end to a process of thinking through the process itself. Reason can go so far and then, at the end of the day, it is obscured, it sees through a glass darkly, and with this fundamental thrust it would give an even greater élan to what Hall-Dennis says: our endeavours must be thus ever more increased because of the very nature of the mystery involved. The mystery that is central to the thing is not that of matter, but the mystery of man, who is hardly matter at all. He is a form of reflecting and evolving consciousness. This on-going insight into himself, this self-making, this process of becoming what he is not already, and nor does he know in the last analysis really what he is, the recognition of that is fundamental to an education. If it thinks that it can foreshorten or bring to a termination in any way a particular sphere of knowledge or a particular area in which we can exhaust the possibilities, this is, in any realm of knowledge, this is simply not so.

Even in mathematics, which is the clearest of them all, and even having setting of axioms as premises which you have thoroughly brought to consciousness, even there they are subject to a weighing over against the cosmos. This is the great affliction inside the educational system. I would suggest with Hall-Dennis—there is too much concern with the problematic, the solving of riddles, with the putting of x's and o's in the right places, and not sufficient concern with the intuitional, with the whole realm of that which escapes even as we grasp it, and the recognition of the spiritual potentiality of man, over against the animalistic which it seems to me he fails to face, to put his finger on.

The other thing, and this is perhaps a little more concrete than what I have been saying, is which direction are you going in education? Are you going in both at once, as you always want to do. We can discuss it perhaps. The problem with education down through the centuries has been: what are you educating? Are you educating the intelligence? Do you want to know more? Or are you educating the moral human being? Are you trying to make better people? The thrust in Hall-Dennis is social. It says education is a social matter. It is not an individualistic activity, although you are doing your own thing up to a point, but within a context with others. It is an interpersonal relationship. Perhaps there is still too much, in my opinion, of an element of individualism left in Hall-Dennis. He has not thoroughly socialized—which is not the same as made socialistic—the educational thrust. In the fields of atomic physics and all the sciences alike, unlike the fields of the humanities proper, the group concept has become paramount, and it has because of the eminence of science in our civilization taken root. It has deeply permeated all our thinking. We now are increasingly thinking, and this includes philosophers, that we have to work in tandem; that you cannot do good intellectual work unless you work co-operatively with other people; that working in teams to solve the problems is the new morality.

Men do not sit in isolated grandeur any longer, not in the sciences in any event. They still try to do it in English literature, and they still try to do it in novels and in a whole host of fields connected with philosophy. Every man wants to generate his own metaphysics, his own structure of the universe. I think it is kind of passé now and that the increasing intent of the University of California and other schools, and this is true in the law schools too, is that the boys work together. They form a team of four or five men. The law reform commission is just an aspect of this. Nobody takes the full credit for having done something: "This is all mine", and a good deal of chest-thumping. This is a product of many men working together. "We are lost to the whole" and no one can single out "This is mine and this is yours". This wrong I-thou relationship which is a product of an ancient individualism which is going to die last in the economic system, even as it is dying at the present time, died two centuries ago in scientific research, and is gradually dying, as I claim, in the humanities.

Again, this working together within the schools, of having the children co-operate



with each other in their various ventures—not the thrust of individualized projects, but the overall thrust of a social practice and hegemony—this, I suggest to you, is built into the future, and should be built into the future. In this way, you will lose nothing in terms of individuality you see, but what you do is you stand on the shoulders of others, and they stand on your shoulders, so it is a mutual co-operative effort all the way round.

In no way does it pygmatize—make others less than what they are. This is the way of co-operation. It is a new vision of man. It is a vision of man which, if I may take a moment, I give great credence to. You could say, “Well, he is one other man among many.” I have a half dozen theories of the future, but the theory of the future that strikes me as seemingly most at work in the bowels of this time is that of Chardin, the French Jesuit who died not so long ago. He says any effort to understand what is now taking place in the human conscience must, of necessity, “proceed from the fundamental change of view which, since the 16th century has been steadily exploding and rendering fluid what has seemed to be the ultimate stability—our concept of the world itself. To our clearer vision, the universe is no longer a state, but a process. The cosmos has become a cosmogenesis. It may be said without exaggeration that directly or indirectly all intellectual crises through which civilization has passed in the last four centuries arise out of the successive stages whereby a static world has been and is being transformed in our minds and hearts into one of movement.” He goes on to say that man is now going through what he calls an anthropogenesis, the transformation is always occurring in man, that if we look into ourselves we will see that this is actually the case. I’m saying that the direction of this thing involves this increased socialization of men. He thinks that man’s consciousness is ever-evolving so that not only do we as in earlier ages reflect but we reflect on our reflections. It becomes for him at least that we enter into a process of what he calls an oosphere where all thinking is done in terms of a common pool of human genius and that to the extent that we enter into this sphere is simply an entering into ourselves and humanity. I do not think there is much point in pressing further on that.

To come back to the main point, what are we seeking to do? To develop the intelligence of people? If you develop intelligent people, the effect, obviously, is that you do tend to turn them into hard, logical, cold human

beings. We all experience this kind of human being with highly developed intellectual qualities but no warmth. I think we would rather discount that. On the other hand if you did not permit your educational system to not give so much weight to the development of a high degree of logical skill and being able to trace your argument from point to point and stick to it, to reason tightly and to be able to speak within the terms of such a tightness then you fail. Speech is the expression of the educational process. It is the way in which educated people do not necessarily display their education as such, but are able to get through in terms of communication as to what they really know or have learned. Without that it is a pretty worthless venture particularly as books are, quite validly in my opinion, going out of style.

The best way to learn something is to hear somebody say it. One can learn 50 times as much in an hour from a man who is a fine teacher. Take a lecture for an hour from someone who knows his subject thoroughly, and you learn more than you can gain in six weeks studying books—

**Mr. W. Newman (Ontario South):** We are trying to teach you something here instead of going on philosophizing for hours.

**Mr. Lawlor:** Well, that is what we are here for. If you do not like it, withdraw.

**Hon. Mr. Davis:** Incidentally, is there a qualification to that? It may be that you have a very excellent scholar whom you may be able to get more from than from a text book, but surely he has to in turn have the ability to communicate to those who are listening. This is something that all scholars do not possess.

**Mr. Lawlor:** I am saying that a master—

**Hon. Mr. Davis:** Master, yes.

**Mr. Lawlor:** By master I mean master teacher, who not only knows his subject but is able to communicate it, and I say that if you took a lecture in economics from a man who knows it and is a good teacher, I suggest that you would learn infinitely more from him by listening. This is particularly true in my own realm of philosophy. A man who is an Aristotelian can tell you more about Aristotle in a few minutes than reading dozens and dozens of books. As a matter of fact the books tend to confuse you, whereas you can ask questions of the individual and he clarifies the thing very rapidly. In the old days, when there were no books, men

were just as well informed as us. Those who were educated were just as educated and perhaps more profoundly educated than they are at the present time in the particular realm of the humanities, of which I speak. They did not have the experimental apparatus for the sciences. But the fact is that they were educated because of this verbal tradition, which is a tradition you know which still continues to subsist in  $\frac{2}{3}$  of the world. When we talk about immature and primitive people and with our rather lordly white man's burden idea, look around the world and see what kind of culture and tradition the Balinese or the people in Vietnam before the arrival of the Americans had. It was in many ways infinitely superior to our own. At least they knew how to control their own bodies. They knew how to breathe properly, which we do not teach in our schools, which people do not know in this civilization.

We are so grossly materialistic a civilization without whole realms of intelligence. It is like Hamlet speaking to Horatio "there are more things in Heaven and Earth, Horatio, than were ever dreamed of in your philosophy". This is true of the east. What role in your educational system in this one regard are you going to use in giving cognisance of the wisdom of the Orientals to whom we appear largely both in our manners, our modes of address and in our ways of expressing ourselves and in our knowledge to be rather like barbarians? It is they that look down on us, and deservedly so much that I can feel coming from these various countries.

My friend says here the closest we can get to the practical and realizable terms of the ideals of de Chardin is through implementing the Hall-Dennis report. I am saying I do not quite agree with that. Up to a point Hall-Dennis is excellent, up to a point. He has too much emphasis upon the practical, upon solving the problems as I put it, the problem side of the equation. The second thing is he places too much, much too much, emphasis upon moral development and this tends to neglect the mind. He wants to improve men, but he wants to improve them on their moral side rather more in my opinion than he does on their intellectual side. I say that in education that is very difficult to say the least—Socrates thought it impossible—to improve men morally by education, by teaching. They could only do this by way of a self-generation, by a desire to be better men. You cannot instill this desire from the outside. I think perhaps you can up to some

point. What you can really do is you can make people good thinkers, and that seems to me rather neglected. You cannot have everything. The tendency in America and the tendency in Dewey and the tendency in Hall-Dennis is to promote a kind of social development in human beings. That they get along well with others, that their rapport in the general community is one of health and balance, that is fine. But we also produce—and we are not particularly known for producing people of high intellectual calibre and attainment.

The geniuses on this continent are very few and far between. You would have a long way to go to say whether we had produced a single philosopher of any worth. They do it day after day in Continental Europe. I can name them very easily, and even in the English scene, where the emphasis perforce in education must be on developing intelligence, and not just skills, but intelligence. Of course, the whole realm of skills—one would not want to be too lofty about or snobbish. There is a tendency always when people like myself talk that the chief thrust in education must be on the intellectual side to then go aristocratic and say with respect to others' activities that do not do this or do not do it in a speculative way which is the acme of the development that is of no value.

I do not agree with that. You see, as pointed out here the other day, it is as much an art to drag race as it is to paint abstract paintings. Art is whatever a person does well—all being that has skill and quality to it, which means usually intellectual quality, a developed sense of the ability to do a certain thing, and in disciplining oneself in order to be able to do it well.

If you are trying to create "Hail fellow, well met" and people who get along well in their environment, even as they are critical of that environment basically, even in the throes of producing such people the tendency is to relegate high intellectual achievement which tends to divide a human being from others, to isolate you and cause a certain friction in society—then to play that down and—so you have to balance the thing out.

I would not put the permissiveness of which Hall-Dennis has been accused and it has a modicum of truth precisely because of the emphasis upon the moral and social nature of the educational process sweepingly aside. What he does seek to bring out at the end of the day is in growth terms of the staged development of another type of maturity, the developmental stages being traced. What is



the definition, or the sense of definition, of what is a mature human being? How many adult people are really mature human beings—Dennis says, not very many, I suspect, and I am going to have an educational system which allows them maturity.

Well, what do you mean by a mature human being? I suspect that of the many facets one of them would be one who can, for instance, suffer affliction more or less gladly. He can absorb punishment without wincing. There is a certain stoic and deep intent involved in this thing. This is what children cannot do usually, be the one who gives gladly, who can make sacrifices and know that sacrifices are intrinsic to the good life and to your own development as well. To the degree to which you are prepared to make sacrifices—that is, the degree in which you are prepared to give and get nothing back—is the degree to which you are mature.

So, if you are a very mature person, you would give all and get nothing and you would be very content to do this at the end of the day. The second aspect of this would go further than that. You would be willing to assume the burdens of others infinitely. You do not care what their burdens—lawyers practising law and, I suppose, doctors up to a point—but not as much as lawyers and clergymen are not so much in the race I am afraid nowadays because people do not turn to them to the same extent as the way they did in previous times.

As a practising lawyer, I know that is one of the things you first learn. A lot of lawyers are usually very mature people willing to take the knocks and to give courage to the present world. They are forever assuming other people's responsibilities and burdens. The good lawyers will listen. Very often the burden is lifted completely from the shoulders of his client. He takes on that weight. He is a big man. He can bear lots of weight. If he has 100 clients he has 100 weights—not just his own petty and nagging problems. He goes out into the sunshine a bigger man. This is a part of maturity.

Does educational protest teach people to do this? I know in the past it certainly has not done so at all. Hall-Dennis gives a feeling he wants to move in this direction. He is not telling, but this is his direction in terms of the moral. That is not even an ideal. Unless you live that way you are not living at all as far as I can see. To the extent that the educational system traduces or misses this the thing becomes groping and in darkness, breeding all kinds of emotional ills and intellectual

ills in people—mental illness among the masses. Far from alleviating these things, unless this kind of a vision is sustained we encourage dross. I think the whole point of this is that we must talk about philosophy. It is terribly important what you are doing and in what direction you want to shape that future and to shape that individual. So to pussy-foot around—I mean it is bad enough to pussy-cat around you know, but to pussy-foot today is far worse than the other. You may get something out of the pussy-cattery, at least an increased gross national product, but the other one is waste of breath.

It's an ambivalence, an indecision of which for you not to decide what you ought to do or what kind of people you ought to produce out of the system. It's not as though you were turning out sausage as God knows you just can't do that. The human resistance is too great for that. But you know, an overall shaping and the quality of life and the quality of individual would emerge at the end of an education. If you don't know that or have some inkling of it, then you're presently groping in darkness and you're possibly—it's one of the problems of compulsory mass education—you are possibly wounding more people, restricting more people, distorting more lives and causing more overall misery in the long run than what you are ever doing to alleviate. And it's costing you a fortune to do it. The problem is long felt. It was here before Davis, I suspect it will be here after. The other aspect of which Hall-Dennis—and I think I cannot omit it because of my socialism—Hall-Dennis runs against and is a contradiction of, calls into question the individualistic and competitive ethos which is the whole preoccupation of our world at the present time. Mr. Niepole, President of the Montreal Stock Exchange whose neanderthal statements of this morning about ethos were perfectly predictable. Thank Heavens we have parliamentary immunity.

**An hon. member:** They had them in this today.

Interjections by hon. members.

**Mr. Lawlor:** No. I will stand up in any court on that one. In any event part of what I call the group or the team idea in science is brought in with Hall-Dennis. The competitor, the over-reaching of the other fellow, everybody testing each other's intellectual quality is all made very silly you know. One no longer places emphasis upon that. He runs directly contrary to the thing that made us so great in the province of Ontario in terms



of economic competition, which proves that up to this time the system in the schools was parallel to and bred the economic ethos that has produced the glorious 20th Century and all the dislocations of life that it brought in chains, too. He has reversed that, not just on the puritanical level of the imposition of laws upon people—of making people obey by a regimen, of thinking that discipline is infinitely more important than self-discipline—but that whole rancorous tone and weight as when I said that education involved pain. For puritan intelligence it spells nothing but pain. If somewhere out of it one got a little delight, then we would have to expunge that particular course in curriculum, or that particular—

Hon. Mr. Davis: That is this part changes—

Mr. Lawlor: This is all both mentally and radically changed. It must be a process in delight. It must, and it is. But is it curious that a good 75 per cent of the people that are emerging from our school in the past and right now do not think so at all in my opinion—

Interjections by hon. members.

Mr. Lawlor: You would have become a first-class student. Maybe this is the answer, you can never tell. I think they experienced though a few nights of working over Euclid that it was not quite what they thought was the right thing. However, that does not come into it.

Last year you took some issue with me about memory. When I was talking about memory I did not mean rote learning. I meant something quite different. That is, memory is lacking in the schools. Not just imagination, not just listening in on intellectual epiphany, but memory. Memory is an interiorization of what you know so that you do not have to go anywhere else even to remind yourself, especially with books.

Education is what you know by interiorization, what you can stand up and say on any subject that you may be questioned about, to the extent that you can say you are educated in that subject. If you are an ignoramous in every subject or most subjects, then this is the way it is. All the book learning in the world is not going to help you. It is to the extent that you broaden, interiorize and lay it along your heart, or run along the processes of your veins that is so delightful. One is expanding and growing. There is a sense of affirmation, a sense of becoming larger than oneself, that is involved in the educational

process of learning and knowledge. Many people have a very wide perspective on a great many things—not in the sense of knowing a great deal about a great many things, and not knowing very much about anything. The spreading-yourself-too-thin business—but again Hall-Dennis is aware of that. This is a virtue in the man. There is a concentrated core of knowledge. He arrogates it on to the primary interests of an individual—I have some question about that.

My interests at 13 might have taken some very exotic forms, you know, and you say was that all to the good in my intellectual development. I would rather have more emphasis upon the hard subjects—upon the ones that force your thought—mathematics and some of the languages—modern languages, not latin and greek, unless you have a proclivity, unless you want to translate hieroglyphics. In those areas—I mean there are wonderful translations made by very eminent scholars 67 times of everything from Horace through to Juvenal, and I see no point in working over that ground again.

They say it has to be retranslated again every generation because every new generation thinks differently—again I doubt that. I think that the translation of Cervantes is just as valid today—the 18th century translation—as it ever was.

In any event, the process of the interiorization of knowledge, of how it becomes part of you, or you become part of it, which is a better way of expressing it—The individual is *per se* the first, and the socialist is second. We become part of a larger whole, which is fundamentally more important than yourself. You will pass away and it will remain. You may add something to it. You may give it a particular colour simply because of the colour that you have. But apart from that, you would not hope to do very much more. So that that is really what I meant. In the East again—I am coming to think that I ought to have a greater affection for Eastern things, and I think I will retire to Ashram immediately after this lecture. There the mode of teaching was verbal. There the story tellers had an infinite memory, so they could recite the same legends word for word to the children who would pick up the verses and those parts that struck them would be retained. They would shape their lives, and they would have their idealities, and this was their education. It was a finer education than the rote learning or the imposed stuff and the truncated stuff. They are the rules upon which we ought to have placed emphasis, still do and even in Hall-Dennis continue to do.

The last thing I want to say is that central to any educational system is some form of ideality of who the children from kindergarten to grade 13 think are heroic people. It seems that maybe this Hall-Dennis placing emphasis on the moral may have a point here, because heroic people are people who are willing to suffer affliction gladly. It is the very definition of the angel.

On the whole the generation for the past little while has lacked its heroes, or its heroes have become such anti-heroes, such non-heroes, as to give one pause. Unless you have some kind of idea of the kind of person you would like to be. This is very different from what you are. Other individuals either in the case of the present who give you some standard to live up to—and many individuals give us different and many standards—and this is one of the great things of being out in the business world rather than confined to universities. There you get a wide diversity of high standards, of people of excellence, not excellence in all regards, but excellence in a certain way. You see them operate, and you say that is superb, and I would like to be able to do that and try. And this business of example, the exemplary in behaviour, in modes of speech and in modes of thought is lacking. I do not think they honour anybody. I do not think they have—by and large, fond as I am of the Beatles, for instance—how they use the sitar—some of their songs I find quite taking—one can shuffle to them. At the same time, they can hardly be called educational paragons, or intellectual giants.

**Mr. T. P. Reid:** Millionaires no less.

**Mr. Lawlor:** I would tend to dispute it without going—

Interjection by an hon. member.

**Mr. Lawlor:** No, we will get onto something esoteric. I am weary now.

**Mr. T. P. Reid:** Heaven forbid!

**Mr. Lawlor:** However, to sum up. What I am seeking to say—this department has been foggy for an awful long time. You cannot blame it, because departments of education in the North American continent have been very foggy as to what they are trying to do. So they are trying to do a great many things and do them all badly. They flounder around, contradict themselves.

The hon. Minister then comes around with a military statement, that is a statement that is so camouflaged, lacking in meaning, it

would seek to mislead, or if not mislead, at least satisfy all parties.

He talks of his partial pragmatism. By pragmatism you usually mean in this context, expediency. You have got an on-going system with over \$1 billion dollars in operation. You cannot shut up house so the machine drives you. You do not drive the machine. Where does your expediency cease is what interests me. I know the practicality involves adaptations all along the line, but where does a certain principle take place and say I am seeking to do such and such. I have placed my emphasis upon intellectual maturity. I have placed my emphasis upon making better people. I have placed my emphasis upon doing both. Of course, the hon. Minister will always say he does both. He does everything at the same time. But I say which one gets priority. Which one has the superior call upon your financing, and upon your devisement of curriculum? I suggest to you the intellectual has to have, because no matter what you do there is no way of knowing where they are going. We raise our children too much looser but can we be sure that they are going to grow up into decent human beings? Not in the least.

Therefore, I would not put too much emphasis upon them. There are other forces that operate in society that bring moral people into being. But you can train people intellectually, and this is the way. If you are going to produce fine intellectual products, people who are competent to deal with a wide range of matters, then that is where the emphasis should be, I suggest to you, in the educational system. Hall-Dennis deflects slightly, deviates slightly from that. And to the extent that he does, then there is fault in his writing. And to the extent that he uses the practical intellect only and not the speculative in terms of mystery, there too, you do not get fine products. To get a working civilization—unless you have the element of the speculative. The Greeks knew it. They say the Carthaginians—Evelyn Waugh, I think it was, who said that the Americans were the Carthaginians of the modern world? “They will leave not a stone upon a stone, because of their pragmatism, their practicality in meeting ad hoc issues as they arise, and seeking to solve problems, and having no mystery, not knowing the deep things in man, the deep things that permeate the universe. Not being aware of them, but only with what can be brought into the light, and not concerned with the penumbrous—with the darkness, with the penetration of the darkness.”



Well, I think that pretty well sums it up and—

**Mr. Chairman:** The hon. member for Rainy River.

**Mr. T. P. Reid:** Mr. Chairman, I think what the hon. member for Lakeshore started out to ask about an hour or so ago, simply are the Minister's views on the philosophy of education. Over the last year the Minister has been going around and about the province and has been asked the same question. Of course, we as the guardians of the public purse, and who have the opportunity to pin the Minister down on this would certainly like to have more than a bland answer than "what is your opinion?" or, "What do you think the Hall-Dennis report is?" I wonder if the Minister can indicate to us, what his opinion, or what he thinks the Hall-Dennis report is saying, and whether he agrees with that, and if this is the direction we are heading in. A simple straight-forward answer.

**Hon. Mr. Davis:** Yes, Mr. Chairman, nothing is really that simple, nor can it be that straight-forward and the hon. member knows it. He really is, I guess, asking me to define for him what the Hall-Dennis report says. Your own critic in the Liberal Party has, as I read his statements, grasped the report to his bosom with enthusiasm, so obviously this philosophy that is contained in the report has been substantially supported by that particular party. It was very intriguing, Mr. Chairman, now that I have been asked to comment, that when the report first came out the leader of the party indicated that really there was very little in the report, if memory serves me correctly. That most of it was happening in the province already in bits and pieces. There was not very much new and perhaps it did not say very much. I think this is roughly the impact—the initial reaction of the official opposition.

**Mr. T. P. Reid:** It is true that almost every item in there has been tried somewhere, some place, in Ontario—

**Hon. Mr. Davis:** Right, but you do not downgrade it on that basis. So that we are perhaps becoming a bit semantic here in trying to define so that we all understand one another. I do not know how I can help the hon. member—

**Mr. T. Reid:** Let me put it to you another way. Unfortunately neither the hon. leader of the Opposition or the official of the Liberal Party nor the hon. member for Peterborough

are in a position to direct the educational philosophy of this province. You have the responsibility for the direction—

Interjection by an hon. member.

**Mr. T. Reid:** Now let me finish if you would. On the part of all of us and the teachers in the province there is a great concern that they do not know the direction the big department is taking in this regard. I realize certainly that in something like this that there is no simple answer. But surely I think we are entitled to know what the Minister's reading of the Hall-Dennis report is, and what direction he is prepared to take and what direction he is prepared to give the educational system in this province.

**Hon. Mr. Davis:** Mr. Chairman, I'm sure the hon. member has read carefully the background papers which are not an attempt to be completely definitive. I recognize this and to try to boil down a report containing 256 recommendations into three or four sentences or even three or four paragraphs of definition is not a very easy task. This is my interpretation, that the hon. member will read from page six.

The report then establishes three priorities which are central to its message. Firstly, education must be centred on people.

This is something that I'm sure we all support, that it must be related. I think the hon. member from Lakeshore dwelled on this to a degree. It must be related to people, to individuals,

Not on doctrines, documents or institutions. This has been the philosophy existing in some jurisdictions, where things are related, basically, to curriculum or to institutions. If there's a problem you tend to institutionalize it, to find a solution.

Secondly—and this is something we have supported in this province I like to think—that education must be constantly evaluated and reappraised. The member from Lakeshore and his philosophical approach might suggest that perhaps this evaluation or reappraisal isn't necessary if you have such a basically sound philosophy and it's working. Perhaps you don't have to do this on a day-to-day basis, I don't know.

Interjection by an hon. member.

**Hon. Mr. Davis:** I don't want to interpret you erroneously. Thirdly, that "Education programmes must be designed to respond to changing needs." These are sort of, in very



brief phraseology, some of the underlying sections of the report. How we achieve this, the policies that are introduced and so on, surely these are matters that have to be constantly under discussion. This is where the profession is at some odds. Very frankly I don't think they object to the basic idea as to what the educational system is attempting to achieve but they will disagree as to how you do it.

They will disagree as to how much discipline you should have in the school system or just what flexibility or what choice you should have for the students. I personally have taken the point of view that there's a difference between a permissive approach to education and a flexible approach. Permissiveness, I think, in the minds of some people, means that the students go in and select all four or five easy options. Maybe they accomplish something, maybe not. We don't say that. We say flexibility in a curriculum, a flexibility in course options, perhaps credit approaches, so the students can learn in different subject areas at varying rates of speed. This to me has great merit. This I say is different from a permissive situation.

And the other point that in the last few months I have been attempting to establish—is its very relevance in this day and age. I think, with great respect, it applies to the adult community as much as to the students in school. That as we get this greater flexibility and greater freedom it is a freer system of secondary education. You can't argue it otherwise. It is. As this happens there has to be a greater self discipline on the part of the people involved. I reacted as a fairly normal student when I attended school somewhere west of here. I was not a great scholar. I make this confession openly. If I hadn't had some degree of persuasion—

Interjection by an hon. member.

**Hon. Mr. Davis:** You know the kind of persuasion I mean. You know there are some subject areas—who unlike the member for Scarborough East, who is a scholar, I needed some of this kind of help. Let's face it. There are still kids in the system who need some motivation of some kind. I don't mean by this the strap or what have you. I mean they need some motivation factors that are not always available under a completely permissive, or free situation. So I say you have to build into it a self-discipline that very frankly, I don't think presently exists. I say this with great respect to the adult society. Today, we are a freer society I think we are.

I don't doubt that adults exercise a degree of self-discipline that perhaps is totally desirable. Some may not agree with me. But I think there is something in it.

Interjections by hon. members.

**Hon. Mr. Davis:** This is, Mr. Chairman, perhaps in summation, what we sense are the basic ideas behind the report. And how you bring about the 256 recommendations is going to take a great deal of time. Quite frankly, there are some that make sense. There are some that economically you can't do. There are some with which that even the authors of the report at this present moment might disagree with due to changes that have taken place.

I think the department has indicated the underlying philosophy that education must be flexible and must be geared to the needs of individuals within the system. That's not easy to accomplish. As I say, read the speech to the headmasters and what is going to become, hopefully, the philosophy or the basis for the secondary school system in this province. It's one that has not, shall we say, received the utmost enthusiasm, by the entire profession including some headmasters. There are some very experienced senior teachers who are still less than enthusiastic. Let's not kid ourselves, it will not be easy to do. Some of the parents, I'm sure, won't necessarily react to it in a positive way until they see it properly demonstrated. Some people in this room think students are perhaps more anxious for this freedom than some students really are. There are some students who themselves are not completely sold on this type of approach yet.

**Mr. Chairman:** Mr. Reid. Will you please carry on?

**Mr. T. Reid:** I won't go into a speech on the flaws of education, Mr. Chairman. In reading over the Minister's information papers, and he spelled out some of his ideas just now, I find that there is no concern with the fundamental question with which I am concerned. And that question is simply this: Who benefits from the education system in this province, and who does not benefit from the education system in this province, and why? And I was a bit sad to see the Minister's report did not deal with this problem in any great detail either.

I will state my position quite clearly and quite simply and quite shortly. The facts of the matter are that in this province of so-called opportunity, the children who benefit from the public education system come

mainly from the middle class and from the upper-middle class. These are the children who survive till the end of high school. These are the children who become eligible for student awards. These are the students who get into universities. And these are the children who get into the colleges of the fine arts and technology. There has been a recent study by the University of Toronto, a very careful study, which shows that, for example, the student awards programme in this province is really simply a redistribution of income among the wealthier half of our population, because of the simple fact that the children of the poor, the children of the low wage earner, simply do not survive to the end of high school and therefore are not eligible for student awards.

I say to the Minister that I consider this problem of democracy in education to be the fundamental problem in education today. It is nice to talk about Hall-Dennis. It is nice to talk about philosophy of education, but it is sort of like John Locke, Mr. Chairman. John Locke wrote a beautiful treatise on government, but his definition of democracy was only applicable to those who could read. It was not applicable to ninety-eight per cent of the people of the country of England at the time he was writing.

The simple fact, Mr. Chairman, is that I do not believe the Minister has stated in his report—I fail to see it in any of the speeches, I fail to see it in any of the other policies of this government—the issue of democracy in education in this province of so-called opportunity. The documentation on who gets to high school and who gets to the end of high school is clear and conclusive. The gap, over the last ten years, between the proportion of the sons and daughters of the lower third of our population judged in terms of income, and the proportion of the well-to-do sons and daughters in our society who get through secondary education has not narrowed despite a massive infusion of funds into education in this province over the last ten years. The simple fact is that the increase in funds that has gone into education in Ontario over the last ten years has gone into programmes that have benefited those children who are primarily from the wealthier half of Ontario's society. The money has not gone into the educational programme designed to affect who benefits from education in this province.

We will get into this under Special Education. The Minister has agreed that we can bring up the issue of head-start programme, the programme for the inner city schools

across this province at that time. But I just want to make it quite clear, this point, that I do not believe the Minister has touched, on what I consider to be, the most important issue in education. Now, I will provide the statistical evidence when we get to Special Education.

There is one other aspect I would like to touch on at this time, and I suppose it is a question to the Minister. Even assuming that there was in fact a democratic system of education in this province—and by that I mean the social and economic mix of students in the latter year of high school would be matching that of the social-economic mix in the whole population of Ontario, which it is not today—the question that the Minister should provide leadership on is a simple one. Should the school system, and by this I mean the elementary and the secondary school system of Ontario, develop along a much more comprehensive line, or should we perhaps be redefining the purposes of the public education system in a much narrower sense? By this I mean that there are two views, and it is becoming clear to me that there must be a full and open discussion of these two views. I will state them in the extreme.

The first view is that the school should become all encompassing, that they should become not only a centre of learning, but a centre of living, not only for the pupils in them, not only for the teachers in them, but for the entire community around them. That is to say that the school becomes a community centre as is the case with one school in Ottawa. It is built jointly with funds from The Department of Education and by the municipal government concerned with recreational facilities and community facilities. And this view goes even further. It says that the schools should take over many of the functions that have been performed by the family over the previous decade. The school should teach proper sex education, should teach proper drug education, should teach morals, should teach morality. The schools should, in fact, become a spiritual centre; it should become a moral centre in the community. It should also take over the traditional functions of the church in the decades past. And there are people who believe this. I remember when I first went to Glendon College of York University in 1963, the philosophy of Glendon College was the whole man. This led to programmes of psychological services, of counselling. This led to the philosophy in the athletics and recreation.



This led to an all-encompassing philosophy of education. Well, Mr. Chairman, I—

**Hon. Mr. Davis:** Just interrupting this—

**Mr. T. Reid:** I want to get to the other alternative.

**Hon. Mr. Davis:** Yes, but surely one can't say this is one alternative and then represent another one. Surely there are people who agree with part of what you are saying.

**Mr. T. Reid:** I want to put this to the Minister. I think this a debate that has to start, and perhaps we are just getting into the beginning of that debate. There is this view that the school become the central focus of the community.

The other view—and this I find from a questionnaire I sent out to over 2,000 parents less than six months ago in this province, and to which I had a fantastic reply—is that many parents believe that the school should be much more restricted. There is a movement in Toronto amongst some mothers, as the Minister knows, for very strict reviews of education towards the end that the education system should be concerned with simply the intellectual development, if you like, and not even some of the skill development that takes place in the secondary school today. They feel that we should get rid of the swimming pools in the schools, that those should go some place else in the community. They feel we should get rid of the libraries in the schools. Take them out of the schools and put them into the community, and really have a place where there is an interaction between the teachers and the students only. And perhaps even do away with the school as a building, particularly in the secondary school level. Do away with these palaces and simply have a place where students come once in a while to find out where they can go and see a number of people in the community, to talk over their ideas, to actually go out and use the city as their school instead of being confined to a building.

Now I asked the Minister something like this. There is a valid debate going on. The debate is being stimulated by the high expenditures on education and by the reflection of property tax increases in many instances in this province. And parents are saying to the Minister, "What is the purpose of education? What is the purpose of the public education system?" I think the Minister has a responsibility to look at, in a hard way, the cost of its studies of the education system.

And he cannot do this unless he defines the ends of the education system. And I suggest to the Minister he do this type of evaluation study—hard headed in terms of goals, in terms of the means to achieve these goals, in terms of evaluation of whether we know what we want from public education system in the province, and whether or not those goals are being in fact achieved.

**Mr. Lawlor:** Hall-Dennis is the evaluation of the first?

**Mr. T. Reid:** Yes, Hall-Dennis is very much the evaluation of the first. But I would like to see a debate.

**Hon. Mr. Davis:** And yours?

**Mr. T. Reid:** I beg your pardon.

**Hon. Mr. Davis:** And yours?

**Mr. T. Reid:** I am asking the question, so I think the debate is opened. Mr. Minister, let me put it this way. The Hall-Dennis report came out. I've read it. A lot of people have read it, and it sounded good, particularly in the tradition under which I was brought up at York University for six years. But I am suggesting that we must look at an alternative framework and let the people in this province decide which framework they want. And I suggest there may be—and it's a question, a valid question, and right now I don't accept the alternative myself—but I think we must look at the alternative. There may be a very good case for restricting the purpose of education in this province, as long as we know what we are doing. I suggest that you look into that, and give the people in this province a chance to participate in that discussion much more than has ever been the case in the past.

For this reason, Mr. Chairman, I am proposing the parents in the community become vital partners in a high school council. I think it is time the parents became part of that high school council. These high school councils would take over the functions now invested in the principals of the schools. And on that council there would be parents, people from the community, some of the students in the school, teachers, and the principal as well. One of the reasons I stated that was I think we need an input into the very very base of the education system of what the parents and the adults in Ontario think of the education system. I think one way of doing this without unsettling the whole system any more is to let them—much more than has



ever been the case in the past—into the discussions about education as it takes place in the school in their community. Then get feed-up from them on whether they think that school should become an all-encompassing community education centre, or whether, indeed, the needs of the entire community might be best served by having a restricted function of the public education system while expanding community centres and athletic centres throughout the whole community. The Minister knows the conflict in this province of a very simple example between the directors of athletics in high school and local community athletic associations. There's a tremendous tension there, and I'm not at all sure that the directors of athletics in secondary schools should continue to have such a monopoly over what happens in the way of athletics and sports activities in their community. I raise the question, Mr. Chairman. I think the Minister must do something to have the debate undertaken fairly soon.

Mr. W. Pitman (Peterborough): Mr. Chairman, I just want to say a word or two here. I think that mostly the debate has been around trying to secure a clear and philosophic direction, and I think the Minister himself brought the necessity of this up when he said that there are some kids in the schools who need more motivation than others, who need a more direct persuasion. I think that by not clarifying, we tend to limit perhaps some of the alternatives within the school system. Perhaps there is an argument for hard and soft schools, for different kinds of schools, rather than try and fit them all into a single pattern within the public system. Possibly there is and I think some of the parents have shown this is true. The Minister saw the article which came out with the degree to which the private schools are receiving quite a large number of applications from parents who are not sure what is going on.

Hon. Mr. Davis: Just a comment on that article for a minute or two. One should always relate the increase in number of application to some schools to the fact that there are substantially fewer private schools to which to apply.

Mr. Pitman: Yes, I think also it reflects as well the going—

Hon. Mr. Davis: A little more affluent society, too. I think that is also a factor.

Mr. Pitman: Yes, I think that showed only one side of it. Nevertheless, I think the

majority of these applications are from parents who would like to see a harder type of educational experience.

I would like to come right down to one or two specifics. To what extent is the Minister now determined to carry out what he has said? Perhaps he can give us a timetable as to when the grade 13 year is going to disappear. I think he announced to the secondary schools of Ontario that grade 13 was disappearing. Is there any specific timetable that has been set up, and do the schools know what this timetable is, and are we working towards the dropping down of various subjects which are covered in the grade 13 year to a lower grade level?

Hon. Mr. Davis: Mr. Chairman. I will just try to put this very briefly in a way that hopefully will not be misunderstood, because I have gone over it two or three times. In my address to the headmasters, I indicated to them that in the restructuring of the secondary school programme, probably the question of grade 13 would become relatively academic. In other words, some time in the not-too-distant future we would say to a student—I do not want to be caught for oversimplifying it, so I hope you will understand—that we have a body of course content from, say, point A to point B and that we hope to develop a programme whereby it will take a student x number of years to complete from A to B. Some students may take eleven years. I would think the average student probably twelve. Some students may take thirteen, no harm in it. So that the debate or discussion relative to grade 13 per se at that point becomes relatively academic.

The thing that people have to understand, Mr. Chairman, is that much of the discussion has centred around grade 13 because it has been the final year of the school programme. Whether we have a twelve-year structure rather than a grade structure, whatever length of time it is, there is a final year. Always. And there will always be a certain amount of tension or pressure, hopefully which is diminishing, connected to that particular year. The question of re-structuring, I think, is relevant from the standpoint that there is no point in losing the course content—and there is some there with validity in what we call presently the grade 13 year—and having this transferred into the university area of responsibility. This does not serve any real purpose. It will not happen overnight that the Minister will not say that grade 13 is going to disappear overnight, but what I think we will see evolve is that we will

come up with this course of study, this body of information that we expect the student to react to, and the system will be so structured that a student will have some flexibility as to just how long it takes to achieve it.

I have mentioned this in the debates in the House before, but people should know, and it should be repeated, that while we talk a lot about grade 13, about 48 per cent of the students who completed high school last year did so in twelve years. This is a fact that is not well known by a lot of people. In other words there was some form of acceleration in grade 4, 5 and 6, somewhere in that area, not at the secondary level.

This is why the programme that we are now altering or introducing into the secondary schools contains, perhaps, the germ of the answer, perhaps even, eventually, the entire answer. You see we are going to have something of a credit-type approach. There will be students taking grade 9 math in grade 10, or possibly taking all grade 11 subjects except grade 10 English if they are having problems with it, and so on. So that the system will become more flexible than has been the case in the past. I do not want my colleagues here to interpret this as a great permissive attitude or philosophy where the students are—

Interjection by an hon. member.

**Hon. Mr. Davis:** No, no, no! But I just want to say that this is the way I think the grade 13 situation is going to be resolved.

**Mr. Pitman:** I am very interested to hear that. I wonder if the Minister has made any specific directions in discussions with the universities. It seems to me there is some concern on the part of teachers that the credit system is not particularly well defined and that indeed some of these students may well find themselves at the end of twelve years without the credits which they may need to take specific courses at university. And I am wondering if there has been sufficient discussion in relationship with the whole curriculum setting to decide what credits are part of the basic core treatment, what credits are permissive, whether credits are going to mean the same in one school as in another school, or how students who move from one school to another are going to be able to relate their credits to the new curriculum in that school. It seems to me that once you get into the credit area you really have opened a pretty considerable can of worms in terms of the student being able to move from school to school.

**Hon. Mr. Davis:** I would like to phrase it as we have opened a far—

Interjection by an hon. member.

**Hon. Mr. Davis:** But there is great consultation with the programme consultants. Take a look at HS 1. It is being developed with the local authorities and the local institutions. Now there are occasions, very frankly, Mr. Chairman, when the universities surprise us a little bit with respect to what they do require as far as entrance standards are concerned.

**Mr. Pitman:** Oh, you have this under discussion do you?

**Hon. Mr. Davis:** Indeed.

**Mr. Pitman:** Well, are the credits the same in every school?

**Hon. Mr. Davis:** No. Mr. Chairman, we should understand this. You know there's always a level of expectation established. You make a speech and people think these things are all going to happen overnight. Really it's happening now in six schools, or did so last year. This year there are several more who've moved ahead of any suggestion we've made. Our suggestion is for the fall of 1970, and we think there'll be a large number who'll move ahead with this type of approach in September, 1970, but it will take two or three years. Some schools just aren't established yet. It relates to personnel. It will take them a little longer, so we're not making it compulsory.

**Mr. Pitman:** One of the things which the Hall-Dennis report does suggest in relation to this is that we organize all the learning in the three general areas; communications, environmental studies and the humanities. One of the things that bothered me about the sudden incursion of the Minister into the situation before there had been any real full decision as to what the Hall-Dennis report was going to mean to Ontario, was that in many schools what you have is a reorganization of the curriculum. But it is really simply rearranging the old boxes with a few new ones. They throw in drama and a few other new boxes, but essentially it is just a manipulation of the old boxes. There is an emphasis on communications at the beginning which then fans out to include environmental studies and the humanities later. This doesn't seem to have been structured as a result. In other words what has happened I think is that the Minister has pushed the indicator just a little bit to get it moving.



But I'm wondering whether we may not be solidifying what is essentially a pretty irrelevant and practically out-of-date subject organization. Whereas if we have taken a more philosophic approach and structure it in the way in which I think the Hall-Dennis report suggests, we might very well have had a completely different curriculum—perhaps a more appropriate one for the young people that are coming to our schools.

**Hon. Mr. Davis:** I think, Mr. Chairman, the hon. member knows also that you cannot just alter the total curriculum overnight either. Let me take the new course—the space course which will not be in all the schools for a period of time. There is, I think, a very real example of an interdisciplinary approach. We will have more of these. It has been a very exciting and very encouraging programme, but at the same time we know that it will take a while in some schools.

**Mr. Pitman:** But the Minister is planning to encourage schools to go in this direction?

**Hon. Mr. Davis:** Indeed.

**Mr. Pitman:** I must say this is an encouraging sign, because now I have gone through the first five of the 265 recommendations—

**Hon. Mr. Davis:** There are 260 left—

**Mr. Pitman:** —only 260 left, and the Minister has agreed with the first five. I think we have really gone somewhere. When the Minister gets down to specifics he really comes through.

**Hon. Mr. Davis:** It is the best way to deal with some of these things. People ask me about the Hall-Dennis Report, and I say, "which recommendation?" because it is a fairly complicated report.

**Mr. R. H. Knight (Port Arthur):** Mr. Chairman, I just wanted to ask a question on this exact point that has been brought up by the hon. member for Peterborough.

I have been talking to a few of my school teachers up in the Thunder Bay area, and I understand they are having some tremendous coffee-shop meetings these days, trying to figure out exactly what is going to happen, and one of these professors whom I consider to be a very—

**Hon. Mr. Davis:** These meetings are after school hours, of course!

**Mr. Knight:** Whenever they can get together. I imagine some of this goes on

between courses in the hallways, but they seem to be very much in doubt as to how this credit system is going to work. They have indicated to me that they feel there should be more direction from the department down here. One professor said that—

**Hon. Mr. Davis:** A professor?

**Mr. Knight:** —the students will have to get a total of 27 credits in order to graduate, but there is no direction given as to what courses he will have to get these credits in. They refer to this as the "open method" and what I am wondering is just how much guidance the department proposes to give them, and how much information beforehand. I do not think it is a good situation for these teachers to be so much in doubt this way.

**Hon. Mr. Davis:** Well—

**Mr. Knight:** And also—

**Hon. Mr. Davis:** Mr. Chairman, not to interrupt, but I think the teachers, the ones I talked to are not really in that much doubt as to the structure. They may have reservations about how it is going to work to a degree, but HS1 sets it out fairly clearly. It sets out the number of credits and so on. It is there. You may get some discussion from them as to whether they completely agree or disagree, but I think the practical applications are reasonably well covered.

**Mr. Knight:** What about the mixture though. How many credits, in what course, and are they going to get a good rounded out education?

**Hon. Mr. Davis:** I think there is a pretty good guidance in this matter. I will get you a copy of HS 1.

**Mr. Knight:** And this is made known to the teachers?

**Hon. Mr. Davis:** Oh yes.

**Mr. Chairman:** The member for Scarborough West.

**Mr. Lewis:** No, I pass, Mr. Chairman, thank you.

**Mr. Chairman:** The member for Lakeshore.

**Mr. Lawlor:** Just a word, on what the hon. member for Scarborough East said. If what he is saying is predicated upon the high cost—there was some mention of that cost that has driven parents—the monetary aspect has driven parents—to opt, some of them, for this



second alternative, then I would think there is very little validity in it. I mean if such would run directly counter to the quality of education involved in learning itself. Education costs money. That is the end of the matter, and you cannot measure the thing on that scale. They are so diverse the two aspects that that rather makes me suspicious of the second alternative.

However, at least from the point of view of argumentation to draw out the main lines of future development in education, the second alternative lends itself—confers a sort of impotence, I would think. I would like to spell out the second alternative a bit more. That is that education is primarily—and in the second alternative, in the extreme form in which the hon. member for Scarborough East would place it—not just primarily, but exclusively dedicated to the intellectual, to developing thinking processes, to having people develop their logical power, to mature in the direction of logic and being able to reason, directly think, rather than to be good people. They may be good people. You know there is some sense in the thing, too, in another context, that is as is complained too often by educators and others, that the good work they do in the school, as they say, is offset and contradicted to a point by the environment in which people live. That in recent times—the coming of television—that the environmental impact upon the learning process as a whole works by and large contrary to the intellectual development of the child—and, up to a point, into its moral development, depicting certain things as acceptable, which a moral individual with some kinds of integrity, a sense of honesty, not telling lies, all being brave in the face of adversity, is not often taught by watching the television programme. By the way morality has very little to do with sex; it is a kind of a side-line, it has to do with other things, largely.

In any event the child now growing up in a total environment in which his learning—and what he has learned and he is exposed to is far wider than the walls of the school. What the hon. member for Scarborough East was saying it seems to me applies to the title of a book to do with penal institutions—Break Down those Walls and the recognition of the fact that we are shaped more deeply, both in our thinking and in our being, as moral people, by the general world around, than we are within the confines of the school. This is a fundamental thought involved in this second position, and that is to give recog-

nition to that. To break down the walls of the school is to recognize the total environment in which children and the learning process goes on. And to seek to assimilate it within the educational process up to a point, I suspect. Perhaps though on the other side to jettison it—not to accept the environmental because of the low quality generally speaking if the environment to emphasize the thinking process taken as an isolated thing, as such, and what the emphasis is upon, the ability to think, and to develop that ability up to a considerable point in direct opposition to society which operates partly on a feeling basis—I like this and I do not like that and all the rest of it—without being able to give any reasons why you do not like a thing, or able to link one reason to another, so as to make an over-all argument, which is really the state of developed intelligence, to be able to do that is to be educated.

To have people of a kind was certainly crucial to the continuance of democracy. This again may very well be the emphasis of what the hon. member for Scarborough East was suggesting in a different perspective. It is what I was suggesting, in my earlier remarks in critique of Hall-Dennis. This must be explored—just how diverse the curriculum should be. One wants to generate as much interest in the school to have people's natural bents, rewarded. If they have a gift for history let them explore historical subject matters more than another student who has a gift for languages. This must be taken into cognizance. Does a process of the second, the narrow idea of education, give room or scope for developing, for diverse curriculum, or must you have the quasi-permissive atmosphere, the wide disciplines of Hall-Dennis in order to present these options and to develop these peculiar talents in people. I think we can do both. I think that the emphasis should fall upon brains. At the same time giving a wide diversification of subject, options to choose, excluding from that a whole range of petty-fogging subjects, such as teaching the driving of motor vehicles. We live in a total environment. Let the old man teach them to drive. I even question the business of physical education in this particular regard. Let them go out and climb mountains. If they want to climb, although it was against the Greek idea that you do not have a sound mind without a sound body. Plato never thought he would have anything to do with push-ups. Well, maybe you laugh, maybe you are right, maybe that is what they are doing out there, pushing up.

Hon. Mr. Davis: I did not say all day.

Mr. Lawlor: Well, anyway, I think it will be worth a discussion. The discussion as Mr. Reid introduced it has been quite valid in this regard as to where your emphasis is going to fall, but I would suggest to the Minister that the least consideration in this regard should be monetary. Much as we must hold the educational budget in check, you must be deeply slighted by the fellow members of your Cabinet when you arrive on the spot there year after year to take away most of the swag. Macauley used to be famous for this. You are certainly trying to replace him with a good deal of aplomb. I think you would even have Macauley mad at you if he was still around.

Hon. Mr. Davis: Oh, I have anyway.

Mr. Lawlor: You have anyway. All right. But the general lines of the discussion that we have taken, I think, do indicate the two trains into the future, wherever the emphasis is going to fall. I actually give good consideration to a particular emphasis—that the narrowest scope in education suggested by that is not so much in emphasis as on moral teaching. If a person has integrity in the stock processes, you know, that integrity is a pretty pervasive thing. If you are honest in the way you think, it is quite like you to be honest in your relation with somebody else and I think, inherit within a particular reasoning discipline, where reasoning is tough and where reasoning is tight. This is what we have failed to teach in North America. This is what is crucial to the development of the world, it seems to me, because the kind of people who are going to need to contend against the beginning of the new century with all the noise from discontented people—legitimately discontented people—are going to require higher qualities of intelligence, trained intelligence, not just that intelligence that goes off the deep end all the time. With that type of training I think that we may be of benefit to ourselves and the rest of the world.

Mr. Chairman: Mr. Nixon.

Mr. R. Nixon (Leader of the Opposition): Thank you, Mr. Chairman, I understand that while we were debating the efficacy of the government's planning procedures upstairs—

Hon. Mr. Davis: Did you solve them?

Mr. Nixon: No, they are not all solved. The Minister was indicating that perhaps I

had a less enthusiastic view of how he might respond to the recommendations from the Hall-Dennis report. I well remember the day that it first came forward and the Minister had passed out a volume with the beautiful pictures to all who were interested in perusing it. I was quite interested indeed to read about a number of experimental processes, such as team teaching and doing away with the graded system, that perhaps grade 13 would not be essential to the end of time, and some new approaches to financing. I well remember saying just what the Minister said I said: That there is nothing new as far as those areas are concerned.

Hon. Mr. Davis: Well, I did not go quite that far, I said there is not much—

Mr. Nixon: Not much new, all right. But I tell you what there is new in it. The report does bring forth all the progressive attitudes toward education and sets them forward in a coherent way and recommends them for the adoption of those who direct the curriculum development and the expansion of the school system in this province. This is surely the new thing. Certainly I did not expect the Hall-Dennis committee to give us specific curriculum recommendations or anything like that but to give us an attitude which should govern us as members of the legislature when we are called upon to give our advice to the Minister in the expenditure of these funds. This is the largest expenditure of any government department. So I hope that I have made it clear that I believe the general recommendation, the general tenor of the Hall-Dennis report, is one that we should move forward on. I think that the government should be undertaking many more experiments perhaps than they have already. I would like the Minister to give us his views once more as to whether we can accomplish the same level of academic achievement in 12 grades as we have formally done in 13.

Hon. Mr. Davis: I just did a few minutes ago.

Mr. Nixon: That is fine, I would not ask you to repeat it, and I presume that you have reiterated the position that you have stated before, and that is we can expect this as a significant change in the development of curriculum to take place immediately. One of the other recommendations from Hall-Dennis called for the training of teachers to be taken over by the universities. Certainly this was not new. Certainly this had been a part of



the minister's policy even at that time, although sometimes it is hard to define just what his policy is in this regard since he talks about it. The activities in this connection are somewhat less than impressive. So, they are many—

**Hon. Mr. Davis:** How many colleges are there now? They have made two agreements.

**Mr. Nixon:** How many of them are there integrated with universities in any meaningful way? Are you talking about Althouse?

**Hon. Mr. Davis:** Well, that would be three more: five, six—

**Mr. Nixon:** All right, so my point is that this particular report was full of ideas which have been going around in the Minister's Department—it had been discussed in the Legislature—were actually under experimentation in many schools, I have not seen any indication from the Minister that he is prepared to accept this even as a partial blueprint of what he is prepared to do with what—\$3 billion dollars that comes under his direction this particular year. I understand from talking to my colleague that this particular vote is intended to be a rather philosophical one. We are talking about the future of the school system, I think that as well as favouring the elimination of the standard graded system as we now know it that, we should be aware of just what cost this will have. As a former teacher, myself, I can imagine that I would be able to deal with the individual progress of students under my general direction without a lot more help if I were going to do it with an ungraded situation. I think there would be ramifications here that we should examine, certainly before the next budget comes forward, in which an ungraded approach, an individual approach to promotion, will become more than it has in this budget—an established, an accepted fact either by the Minister or those who are actually doing the work in the classrooms, giving the leaderships in the schools of the province. In this second vote you are concerning yourselves with a lot of specialized programs, programs certainly that we support in the attempt to attract good young teachers into situations which are not normally so popular, particularly in the far north and some communities in the south. This is the sort of thing that we do support and that we are very keen that the Minister be as accurate as he possibly can be in bringing forward. There are a number of items in this vote that I want to comment on but I

wanted to at least say something about what the Minister had said on my attitude toward Hall-Dennis. As a matter of fact, the Minister may recall that Mr. Dennis attended our Liberal conference in Guelph, I would think in a fairly independent capacity, to give us his views.

**Hon. Mr. Davis:** What do you mean by fairly independent capacity?

**Mr. Nixon:** He is a great salesman as far as his views concerning education—

**Hon. Mr. Davis:** Yes, he is.

**Mr. Nixon:** I feel that perhaps he has been less successful with the Minister than I would wish.

**Hon. Mr. Davis:** Hon. Mr. Chairman, just for the information for the hon. leader of the Opposition—it is always delightful to have him to contribute—but this is the problem though that Ministers face today because you and your critic and the gentleman himself has spent a lot of time in the educational field pose two rather different philosophies of education just about 2 hours ago, one perhaps could be construed—I don't—as emanating or being related very directly to the Hall-Dennis report because I don't think it is that simple and the other a more structured—not more structured—but a narrower approach to education. I think that the way he presented them—

**Hon. Mr. Nixon:** There should be a valuation of the benefits in terms of goals.

Interjections by hon. members.

**Hon. Mr. Davis:** No, but with great respect, Mr. Chairman, I think the member for Scarborough East said there should be some dialogue as to whether this other approach was relevant. If you're going to have this type of dialogue it means that he himself must have some doubts about the enthusiasm the hon. member for Brant was expressing to the Hall-Dennis report.

**Mr. Nixon:** Would I be different from the Minister—

**Hon. Mr. Davis:** No, I just said—

**Mr. Nixon:** If I were to say—

**Hon. Mr. Davis:** But you want us—

**Mr. Nixon:** —all of the recommendations in that report?



**Hon. Mr. Davis:** No, not all, but you can't have it both ways—

Interjection by hon. member.

**Hon. Mr. Davis:** You can't say to the Minister—

**Mr. T. Reid:** A point of order. The Minister has misrepresented my position. My position is—

**Hon. Mr. Davis:** I may have misinterpreted it, but I have not intentionally misrepresented it.

Interjection by hon. member.

**Hon. Mr. Davis:** Well, all right. You interpret it again for me so I'll understand it.

**Mr. T. Reid:** Well, it's very simple. There are a lot of people in the province who want to have a debate on the purposes of education.

**Hon. Mr. Davis:** Right.

**Mr. T. Reid:** And one cannot hide behind a document, however good, which has been very well discussed in this province within its own terms of reference. My point is simply this, that the Minister of Education, because he is the Minister, has a responsibility to facilitate a pretty fundamental discussion on the purposes of education. I state this very briefly, Mr. Chairman. The hon. member for Lakeshore mentioned that perhaps, if I interpret him correctly, it's certainly my view, that one way to find out what we want from the education system is to examine the top priorities in it. By doing that we might get our priorities straightened out and that would lead to better allocation, better valuation—

**Hon. Mr. Davis:** Mr. Chairman, I won't prolong this but I recall at least from memory the discussions of a few moments ago that the hon. member for Scarborough East indicated there appeared to be two clearly defined alternatives. I say, with respect, that I don't think they are that clearly defined. I would never misrepresent him but I might not understand him. As I understood them, at least, one was a relatively narrow approach to the educational process and responsibility. The other was the broader approach being mentioned by the hon. member for Brant and perhaps more closely related to the Hall-Dennis report. If you want an off-the-cuff, very hurried reaction from the Minister, I

don't think you can come up with two such alternatives because I think that there is a certain amount of merit seeing—

Interjection by hon. member.

**Hon. Mr. Davis:** Sure.

**Mr. T. P. Reid:** You come down again on both sides.

**Hon. Mr. Davis:** Well, I'm not alone.

**Mr. T. P. Reid:** They don't call him "bland Bill" for nothing.

**Mr. Chairman:** It's reassuring that there are such overlines of communications between our deliberations here and those in the House.

**Hon. Mr. Davis:** Listen, we had that very enthusiastic co-author of the report with the department participating obviously in some of these discussions which were held around the province for the last year. It's been very healthy.

**Mr. Nixon:** He was objecting to the fact that you weren't available for sufficient consultations.

**Hon. Mr. Davis:** Oh, I think he was objecting basically because all 256 recommendations weren't reacted to in the first year.

**Mr. Chairman:** The hon. member for Scarborough West.

**Mr. Lewis:** Mr. Chairman, I've refrained because I have to wind up quickly.

**Mr. Chairman:** No, no. If you're brief.

**Mr. Lewis:** I have the sense that much of this will emerge rather more concretely, perhaps more usefully in some of the specific votes. My colleagues put it as I think it should be put for us. The last time I read a report about Lloyd Dennis it said he called the educational system in Ontario a pickle factory.

**Hon. Mr. Davis:** I understand he felt he was misquoted on that.

**Mr. Lewis:** Did he?

**Hon. Mr. Davis:** Have you read this?

**Mr. Lewis:** No, I have not. But it seems to me that whether it was Dr. Jackson, head of OISE saying that education was 50 years behind the times in Ontario, or whether it was Lloyd Dennis saying—

**Hon. Mr. Davis:** Not to interrupt here, Mr. Chairman, but let us put Dr. Jackson's statements in perspective. Because he said ten years ago we were a 100 years behind and in five years we have caught up 50, so that in the last five years we may be up to date, and I think if Dr. Jackson were here he would explain his mathematics to you.

**Mr. Lewis:** I would have seen it as an accurate projection.

**Hon. Mr. Davis:** I would not say he would say we were completely up to date, but I think you have to look at what he said in its total context.

**Mr. Lewis:** I remember the total context vividly. I could exhume the Maclean's magazine story for you. I would like to be unregenerate for a moment in the midst of this amity, Mr. Chairman. Back in 1967 the Minister of Education and I had a pretty strong exchange about the philosophy of education and where it leads. I put a very particular view and never, may I say was there a sigh of relief more audible than when my colleague from Peterborough was elected in 1967, to rescue the NDP from my impressions.

Interjections by hon. members.

**Mr. T. P. Reid:** Listen, I should tell you fellows that the education critic of the Liberal party had one of the co-authors of the Hall-Dennis report promoted to the Ministry of Education. Did he consult you about that? I read in the paper that the hon. member for Scarborough East said to that enthusiastic Liberal gathering, "Now, wouldn't you like to have a guy like this as your Minister of Education in 1971?" to great applause.

Interjections by hon. members.

**Mr. Lewis:** I feel a concurrence of view moving back and forth between the two of you. Not a concurrence which some of us share. I had not thought that the overriding question was the democratization of the educational system, because that is, in a sense, too easy to cope with. The evidence of the culturally deprived and the kid with the learning disability, and those in the head-start programme, and the underprivileged, is a question which the Minister can answer in some ways all too easily, and which we can debate endlessly.

I have always thought that rather more fundamental is the question of what you do

with the kids when you get them into the system. The position that we have taken—some of us in an unregenerative way—is that if your educational system served primarily to shore up the prevailing values of the society, then it serves no useful purpose. An educational system must then be spawned to foment or create or allow for dissent—dissent at once so profound that it challenges the very values of the system. That is why I suspect that the more significant educational phenomena today is the free school movement across North America rather than what is occurring within the system itself. That is why people like Goodman and Friedenberg and Holt in a sense have far more to say usefully about the education system than all the surveys and studies which we can manufacture.

I want to throw that one dissenting view in, although I think it is implicit in the remarks that have come from our party, that if one finds that the whole system does nothing other than to reinforce the corrupt value base of a society, it may be necessary to allow for an entirely separate kind of educational system to flower. This is happening willy-nilly—with great difficulty but willy-nilly—right across North America, and with very much increasing evidence in this country. There may come a point when ministers of education will be inclined to give doses of public support to a free school movement which is anti-thetic to everything we know in the traditional school system, because it will have so much more in it that is useful and liberating and creative. As yet you have not taken that position. But I suspect, knowing the minister, that even he is on the horns of a dilemma. As to—

**Hon. Mr. Davis:** Yes, they have been in to visit—

**Mr. Lewis:** I am sure the people who are involved in these movements have been in to visit you. But surely, in sum, what the system does with the hundreds of thousands of children who participate in it is the basic fundamental. That is something that we will explore with you item by item as we go through the estimates from a rather different vantage point.

**Mr. Chairman:** Are there any further comments on this philosophical discussion?

**Mr. Pitman:** If I may ask something? Does the Minister see the school as an instrument of change in society or does he see the school as an institution which reflects society?

**Hon. Mr. Davis:** I guess, Mr. Chairman, and the member for Scarborough West will say I am trying to come down on both sides, but I am not—I have always felt that the educational system obviously must relate to the existing society. I have always felt that education can, and should, give but does not always succeed in giving direction to change taking place in society.

**Mr. Chairman:** Well, gentlemen, this might be an opportune time to adjourn.

**Mr. Lewis:** The *status quo*—

**Hon. Mr. Davis:** No. No. No. No. That is not the *status quo* because the school system traditionally has not been involved in the latter part.

**Mr. Chairman:** This might be an opportune time to break our discussion until we reconvene at 8 p.m.

It being 6.00 o'clock, p.m., the committee took recess.



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ONTARIO

# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Monday, November 10, 1969

Evening Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

THE QUEEN'S PRINTER

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1969





**CONTENTS**

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**Monday, November 10, 1969**

Curriculum development, continued .....	S-249
Motion to adjourn, Mr. Chairman, agreed to .....	S-276

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

MONDAY, NOVEMBER 10, 1969

### ON THE ESTIMATES—DEPARTMENT OF EDUCATION (continued)

The committee met at 8.15 p.m. in committee room one.

**Mr. Chairman:** The meeting is called to order. Before the supper hour, Mr. Reid, you indicated you wanted to speak on curriculum development.

**Mr. T. Reid (Scarborough East):** That would come after we finished with the administration and supervision of the registrar.

**Mr. Chairman:** I thought we had finished with those already. Administration and supervision: any further comments on this item? Registrar? Page 48. It is all yours, Mr. Reid.

**Mr. T. Reid:** Mr. Chairman, I would like to start the discussion on curriculum development.

Interjections by hon. members.

**Mr. Chairman:** Mr. Pitman wants—

**Mr. W. G. Pitman (Peterborough):** Has this item come down quite considerably since Grade 13 examinations have been phased out?

**Hon. W. G. Davis (Minister of Education and Minister of University Affairs):** Yes, it has.

**Mr. Pitman:** Have new duties been given to the registrar now?

**Hon. Mr. Davis:** New duties? No.

**Mr. Pitman:** Then this is a section of the government which is likely to be continued a while? He is mainly concerned with certification, is he?

**Hon. Mr. Davis:** Certification. So, as numbers there increase, his duties will be the same or somewhat larger, but—

**Mr. Pitman:** On this one of scholarships for residents of Ontario for study outside, what would that \$10,000 be?

**Hon. Mr. Davis:** There are four scholarships that are determined every year for study outside the province. They are for teachers. These are for \$2,500 each.

**Mr. Pitman:** Fine, that was all I wanted.

**Hon. Mr. Davis:** I think it is down about a million over, what two years ago, three years ago.

Interjections by hon. members.

**Mr. Pitman:** Is the registrar's office still looking after the collection of the marks from the various—

**Hon. Mr. Davis:** It still looks after the collection of marks and the certificates, and also teacher certification, yes.

**Mr. Pitman:** Does the registrar have any responsibilities over marks? I hate to get into this area of marks but there has been some concern expressed by the universities about the whole problem of marks coming from various schools and they are feeling that they are not quite so able to be sure as to what these marks mean. Would the registrar of the department have anything to do with providing any kind of an indication of this nature?

**Hon. Mr. Davis:** No. The university has to do it. The registrar is involved with administration.

**Mr. Pitman:** He collects the marks and hands them out to the universities?

**Hon. Mr. Davis:** He collects them and distributes them. He does not interpret or anything else.

**Mr. Chairman:** The hon. member for Scarborough East.

**Mr. T. Reid:** Mr. Kennedy?

**Mr. R. D. Kennedy (Peel South):** I wanted to ask the Minister a question. About five or six years ago there was a curriculum research developed with institute form. I remember one of our trustees was on this. Is this still in existence, or did it get phased into the—

**Hon Mr. Davis:** It became part of the Ontario institute. There is the curriculum—what was the official name?

**An hon. member:** Ontario Curriculum Institute.

**Hon. Mr. Davis:** Ontario Curriculum Institute. It became part of the Ontario Institute for Studies in Education. This would be three years ago, roughly.

**Mr. Kennedy:** I was not sure of what had transpired.

**Mr. T. Reid:** Gentlemen, I would like to get to the discussion in the curriculum development section here under the subsection on Revision of Courses. In that area I would like to talk about the health curriculum and how it relates to the problems many students are facing in Ontario. I think it is important to note that the report of the Alcoholism and Drug Addiction Research Foundation came out earlier this year, which was entitled A Preliminary Report on the Attitudes and Behaviour of Toronto Students in Relation to Drugs. It is a very important report, particularly in the light of the controversy that has been raging—and has since cooled off—in the Guildwood area in the riding I represent and particularly around Sir Wilfrid Laurier Collegiate.

Now the strongest indictment of the Minister's policy with regard to the intermediate health curriculum, called Physical Health Education in the Intermediate Division, that is being used in the schools today, since 1966, is that it is totally out of date and I would like to document that. The Minister will, of course, say that it is under revision, which is true. It has been under revision for some time. But the fact remains that the Minister has refused to accept, in my opinion, his responsibility in this area.

I think we should get some understanding of the time and relationship in this. On September 29, 1965, that is four years and two months ago, the Ontario Medical Association submitted its brief to the select committee on youth. The committee on youth took note of that brief, but it was two years later by the time that committee's report was published.

I would like to quote from the Ontario Medical Association's brief on this whole issue of drugs, smoking and alcohol, because it is important to note those recommendations were made over four years ago. I believe, because the Minister has not seriously taken into account the recommendations of the Ontario Medical Association, that we have a much worse smoking problem, alcohol problem, and drug problem among the young people of this province than needs to be the case. If he had acted sooner on those recommendations, by revising his intermediate curriculum substantially, by offering leadership in this area to the school system and to the school boards, we should have had a much better informed teen-aged population in Ontario than we have at the present time, and consequently, I think, we would have had a much less serious problem in these areas.

I would like to quote from the Ontario Medical Association brief in a number of regards. Tobacco is the most important. The Ontario Medical Association brief said in September, 1965:

It is now well established that there is a definite relation between the use of tobacco and a number of serious diseases such as lung cancer, heart disease and chest disorders. Every means possible should be employed to place before the youth of Ontario the health hazards associated with cigarette smoking.

With regard to alcohol, the Ontario Medical Association brief of September 29, 1965, said:

The increasing number of people in Ontario suffering from chronic alcoholism is of concern to the Ontario Medical Association. It is apparent that the consumption of alcohol accentuates the emotional and physical upsets in variations to which teenagers particularly are subject. But there seems to be a lack of scientific knowledge regarding other factors involved in the use and abuse of alcohol.

With regard to drugs, the Ontario Medical Association brief of September 29, 1965, says:

The use of barbituate, tranquilizing and narcotic drugs is a serious and increasing problem in our society. Addicts may be of any age. Very frequently a person becomes a victim of drug addiction while in his teens when his experience and judgment values are still insufficient to enable him to weigh fully the consequences of beginning the drug habit.



The brief of the Ontario Medical Association went on to say, Mr. Chairman, that we have to face the fact in our society that:

Commercialism, materialism, status symbol and glamour take precedent over health and well-being.

Now, the select committee on youth took into account the views of the Ontario Medical Association's own brief, and we find that recommendation 104 in the select committee brief states this:

Te Department of Health and medical associations institute a more intensive programme on publicizing the injurious effects of tobacco, alcohol and addictive drugs in the health of young people.

There was one dissenting vote on that. I will not go into the reasons why a member of that committee dissented from that recommendation. But I would think that the Minister of Education—that would be 1967 that the select committee on youth met—would have taken that recommendation to his own abode, and really acted then to revise the intermediate health curriculum.

Now I would like to go through the intermediate health curriculum to show how, since 1966 at least, the curriculum has failed to be of much use to the teachers and young people in our schools with regard to, for example, smoking.

I will start with smoking. In grade 7, in the Minister's curriculum outline, there are only 48 words about smoking, and that is less than is devoted to the bruising of the back in sports.

In Grade 8, this is what the Minister's curriculum outline says about cigarette smoking.

Those who do not have security, or do not feel confident, react by extremes in dress, bullying, swearing and smoking.

Then the Minister's curriculum says, under the ambivalent heading of Foods for Teenagers, subsection entitled Effects of Smoking on Appetite, that smoking might interfere with one's appetite. Since, in his curriculum outline, this follows Snacks, Coffee and Coffee Breaks as a discussion topic in a context of figure and weight problems, the implication is clearly there, that smoking would discourage over-eating. I hardly call this a proper deterrent approach to education in the Minister's curriculum.

In Grade 9, with regard to cigarette smoking, we find that the Minister's curriculum outline lists under Factors Affecting the Efficiency of Respiration, subsection entitled

The Kind of Air We Breath, inhaled tobacco smoke, air pollution, carbon monoxide. Now, Mr. Chairman, the point is that in the Minister's curriculum outline, the message seems to be, with regard to cigarette smoking, that if you do not breathe the smoke in you are all right. So far as the curriculum itself is concerned throughout all those grades—

Hon. Mr. Davis: —are partially correct—

Mr. T. Reid: —the matter appears less important than whether an over-chlorinated swimming pool makes the eyes sting.

Hon. Mr. Davis: Is it not true if you do not take in cigarette smoke, that it is not harmful?

Mr. T. Reid: My point, Mr. Chairman, is that the Minister's curriculum outline for Grades 7, 8 9 and 10 treats smoking as something that might interfere with the appetite, as opposed to something which is a definite health hazard.

I would refer the Minister to the opening statements on page 20 of his own health curriculum in which he lays out the aims, organization and presentation of the health programmes. This is what the Minister says before he introduces this inane curriculum outline for Grades 7, 8, 9 and 10:

The specific aim of this course is to influence each child to adopt the principles and practices of healthful living as a natural part of his every-day life so that he may continue into adult life as a happy healthy citizen, capable of making intelligent decisions, ready to accept responsibility, and able to make a contribution to society. The course has been organized around the idea of normal health.

I suggest to the Minister that he should have reacted almost as soon as this intermediate curriculum of 1966 came out, to substitute it immediately. I would remind the Minister that the Ontario Medical Association's brief was available to him on September 29, 1965, even before this inane and harmful curriculum outline came out. Today, Mr. Chairman, there is still no revised intermediate curriculum for Grades 7, 8, 9 and 10. There is a revised senior health curriculum, and I will get to that shortly. My reply to the Minister, Mr. Chairman, is that the evidence as early as 1965, from medical authorities in this province, was clear that smoking was definitely a health hazard. There is nothing—absolutely nothing—in his intermediate curriculum outline for physical health

education about the real health hazards, as opposed to the minor hazards of loss of appetite, to teenagers who smoke cigarettes. I suggest that that is not the type of leadership one wants from a Minister of Education in this province.

The reason the smoking aspect of the health curriculum is important, Mr. Chairman, is that according to the Alcoholism and Drug Addiction Research Foundation report, liquor and tobacco were, when they did their survey:

—more general and more serious health problems, in terms of the number of children addicted, than the exotic drugs which are used by only a small fraction of the school population, although with drastic results.

I think that—and I do not know whether this is true, maybe it is just the newspaper reports that make it appear true—even with emphasis in the newspapers and indeed in the schools and among parents with drugs and by that I mean marijuana, LSD, speed, that even with the current concern with speed in particular, LSD and some of the harder drugs, and perhaps to a lesser extent with marijuana, that the real problems probably still centre around the traditional addiction to smoking of cigarettes and the use of alcohol. I would have hoped that the Minister would have brought in a revised curriculum as early as 1965, even before he brought in his outdated curriculum in this area. I think it is interesting to note, Mr. Chairman, that in April, 1967, Trustee George McClure of North Toronto suggested that school principals in Metro Toronto might be hiding the extent of the drug problem even though they were well aware of its magnitude, in order to protect the image of their own individual schools. And the following day after this report came out, my leader, the leader of the Opposition (Mr. Nixon), raised this matter in the Legislature but he was unable to draw from the Minister of Education any deep expression of concern. In fact, the Minister stated this, and I quote directly from *Hansard*:

*Hon. Mr. Davis:* We must retain a certain perspective. We must be careful not to over-react to the situation. I think really it is obvious from watching television, listening to the radio and reading the press, that parents and the public generally are increasingly aware of the problem as it relates to the use of drugs.

*Hon. Mr. Davis:* Was that not factually correct?

*Mr. T. Reid:* It is. Mr. Chairman, it is factually correct, but I would have thought

that the Minister, if he really believed that that was a key issue, would have made sure that there was even greater input into the school system in terms of a revised curriculum, not waiting for even a year or so.

And the Minister implied, and the record will correct me if I am wrong, that high school principals who have specific knowledge of cases ought to report that fact to the police. What he said was: "Any individual who has any specific information that relates to any illegal type of problem, has a very real responsibility to report this to the appropriate authorities." Now, be that as it may, this was a negative approach in my opinion. It was not counterbalanced by a firm resolve to step up the positive educational programmes in our schools, beginning in Grades 7 and 8 where latest indications are that the drug issue is really very, very serious. There is still no revised curriculum out into the schools concerning the use of drugs at the intermediate level, particularly for Grades 7 and 8.

Mr. Chairman, to summarize my remarks on this, if the Minister had listened to the Ontario Medical Association in September, 1965, and if he had listened carefully, he should have forwarded those recommendations to his curriculum division, which spends almost \$250,000 a year, and said: "What is the relevancy of the present physical health education intermediate division curriculum guide line to this strong statement by the Ontario Medical Association?"

If the Minister had really been offering leadership in this area, the fruits of which we are just experiencing now, this physical health education intermediate division curriculum outline would never have come out. It is an effrontery to teen-agers in the schools, it is an effrontery to the teachers who have to look at it, and it encourages them, I think, to take the problem less seriously than they otherwise should. If the Minister had a first-rate physical health education outline out and into the hands of the teachers, the teachers would be less worried about teaching the real facts about smoking and alcohol, but particularly about the harder drugs and marijuana. Right now the teachers just do not know where they stand. They do not know how far they can go in talking about drugs in the classroom. Now I think the Minister, Mr. Chairman, has had over the past four years a responsibility to enable the teachers of this province to know where he thinks they should be in the area of drug education. The Minister will say that it is up to the local school board or the local principal



to decide all this. But I think that if he is going to put out a curriculum outline, he cannot put out something that plays down the hazards of health in terms of cigarette smoking, that says virtually nothing about the problems of glue sniffing which is very heavy at the level of Grades 7 and 8, and that says absolutely nothing about drugs or pot. I think he has evaded his responsibility in this area.

Mr. Chairman, just to explain why I am so pessimistic about the Minister's lack of leadership, or pessimistic about his leadership in the future, I would like to look at the senior division health education curriculum outline. Now this came out this year, 1969. It is called "Curriculum S29A, Growing into Maturity in a Changing World, and Family Health in a Changing World—Senior Division Health Education." And when one goes through this document, Mr. Chairman, which has just come out, one finds that the Minister has failed again to offer leadership even at that level of education in our formal school system where perhaps the students know more about drugs than many of the teachers and probably more than most of the parents. Mr. Chairman, by the time students gets to Grades 11, 12 and 13, for example, the knowledge they have about drugs they picked up outside the school system.

But even assuming that it would be helpful to have a good curriculum for Grades 11, 12 and 13, what do we find in the area of drug education? We find, under unit three entitled *Some Behaviour Response to Need*, pages six to nine, statements about the use, non-use and abuse of tobacco. I have read that statement, and it is certainly a much better statement than the type of statement that appears in the intermediate health curriculum. And the first sentence, Mr. Chairman, states:

There is no single explanation for smoking behaviour. Rather, it seems to be a range of social and psychological behaviours.

And one would think that, if one went on reading under that section, that there might be good reason to discuss drugs and narcotics in this area. But I can find absolutely no mention of drugs and narcotics under unit three.

The next section talks about the use, non-use and abuse of chemicals, and again the concern here seems to be with drugs that are generally considered medical drugs. For example, on the top of page eight, what we find in that section are statements like this:

Good medical supervision is often circumvented by thoughtless practice: the offering of personal drug prescriptions to others, unauthorized renewals, failure to destroy unused portions, failure to report side-effects to physicians.

I find in that section no leadership at all on the illegal drugs and the consequences to the individual. The references are to medicinal drugs. The reference is not to heroin; the reference is not to speed; the reference is not to pot. I would have thought that the Minister's revised curriculum, 1969, would have had some input from the social pressures in society.

Well, Mr. Chairman, there are many other questions one can comment on at this time. Perhaps I will just leave the Minister to comment, if he will, on the whole issue of drug education, and by that I mean, smoking, alcohol, pot, LSD, heroin, speed and other hard drugs, and what he expects the educators in this province to do in our schools in this regard, particularly, in my personal opinion, at the Grade 7 and 8 levels where, if they have it in use, it is terribly, terribly serious.

Hon. Mr. Davis: Mr. Chairman, let us try and put this in a little bit of perspective once again. The hon. member for Scarborough East is aware, I am sure—having spent some time in the school system—that it is very intriguing to find that in some issues he wishes us to lay down hard and fast rules on exactly what should be taught and how it should be taught, and in other issues he is prepared to say that the department is quite dictatorial in its approach and leaves no responsibility to the local school system.

Let us recognize one very basic principle. Curriculum outlines do not pretend to be definitive. They do not pretend to hold the solutions to all the problems that are raised, and if the hon. member wishes the curriculum branch of the department to outline in detail all its solutions to the problem of drug education, well, let us be realistic. They do not have the answers to the questions related to drug education, the question of alcohol and tobacco, which has been part of the curriculum.

I am sure the hon. member has been in schools himself where the Cancer Society has had material available, where there have been some very excellent films on the problems of smoking and the health hazards involved, which the department has very enthusiastically supported over the past number of years. There has been material supplied from



the federal Department of Health relative to the problems of tobacco and its use. There is no question that this has been done in the school system, and has been done very effectively by many teachers and many boards.

Mr. Chairman, for the hon. member to expect that in a curriculum bulletin or a curriculum guideline that these problems that are part of our total social problems today can be resolved in this fashion just is not realistic. When it comes to the matter of alcohol, tobacco and drugs you have to rely to a very great extent on the initiative of the boards, the medical advice that they can seek, or guidance relative to the use in the school system or in the general community. Otherwise, the programme itself is just not effective.

One could be very facetious and say that young people still learn as much by example as by what they are taught and that it is very tough in this day and age to instruct and try and educate young people relative to the dangers of tobacco. Sure you can have a programme relative to it and yet they see it going on all around them by people who are sometimes fairly close to them and they say, "How come?" I think this question is asked on occasion with some justification. Why, if some of them were here when we started the committee hearings—I think the hon. member from Scarborough East voted for smoking—both in here and in the education committee hearings. I am not being serious with that remark.

Mr. T. Reid: I voted for the right of others to smoke if they so wished.

Hon. Mr. Davis: I know, but you are talking about setting examples, that is all.

Mr. T. Reid: I do not smoke myself.

Hon. Mr. Davis: I stopped it last June myself.

Mr. T. Reid: Where is your pipe?

Hon. Mr. Davis: I have not had one since about the middle of June.

Mr. S. Lewis (Scarborough West): Neither of you inhaled when you smoked, so it's of trifling importance.

Hon. Mr. Davis: That is right. We are trying to be as helpful as we can relating to the problem of drugs. The new curriculum bulletin or the course of study, whatever way you wish to describe it, points out that there is need for some discussion in this area. No one is debating this. If we could find a solution to this it would be tremendous but there

is not any easy answer to it. You talk about research. Can you show me some statistical research relative to the use of marijuana that would satisfy a group of students in the school system today that it is physically bad for one? I do not think so.

Mr. T. Reid: You have only to let the research go on.

Hon. Mr. Davis: I know, but you are saying in one breath, "Mr. Minister, lay all this out for the school system." We have studied curriculum information in other jurisdictions, although I am not anxious to compare other jurisdictions. They have had some of these on-going studies programmes and I think it is fair to say that the problem of alcohol, tobacco and drugs is perhaps less here than in some jurisdictions where on the surface, if you read their curriculum materials, you would think they would have a more sophisticated system. It has not worked out in that way. If we are really serious about it, and I like to think we are, there are some other things involved if tobacco is the hazard that the health authorities say it is. How can we consistently support some of the things—the advertising, and so on—that are going on?

Interjection by an hon. member.

Hon. Mr. Davis: I know. But I would ask the federal authorities.

An hon. member: The CBC, I understand, has done something—

Hon. Mr. Davis: Yes, but how much? How much has the federal Department of Health done relative to it? I am not passing the buck, but if you are going to have this in the school system you have to have some basis for it.

The only point, though, that has to be made, Mr. Chairman, is that when one hears the member reading from the curriculum, one would get the impression that this is all there is. This is not the case at all. I would invite him to join me on any occasion and visit and see some of the films and some of the materials available. Some of it is very good and some of it is not. But a lot of it is very good. It has quite an impact. But how lasting the impact is when a child sees this in the school programme and is told these things, and then wanders home and finds mother and father still participating, how effective that educational programme is, I do not know. All I am saying, Mr. Chairman, is that we do recognize the problem and we are anxious to

do more within the field of drugs where there is less information available to schools or school systems—and I say systems in the broad sense of the word. Certainly at this point no one has any easy answer as to how you might handle it. It is one of the toughest things we have to face.

**Mr. T. Reid:** Mr. Chairman, I just repeat one or two things to make the point very bluntly. The Ontario Medical Association stated in September, 1965, the smoking of cigarettes was a definite health hazard—

**Hon. Mr. Davis:** Everybody has said this. The school systems know it; the children know it; the parents know it.

**Mr. T. Reid:** Why does your curriculum deal with smoking cigarettes in 48 words which is less than is devoted to bruising the back in sports in Grade 7. Why do you simply refuse?

**Hon. Mr. Davis:** The number of words? Mr. Chairman, I remember the hon. member discussing this on the CBC and talking about cigarette and tobacco lobbies which were completely irrelevant—

**Mr. T. Reid:** What I am saying here is very pertinent. I did not bring that up at all. What I am saying here, Mr. Chairman, is something very simple. In 1965 in a presentation to the select committee on youth, the Ontario Medical Association pointed out the definite hazards, such as lung cancer and other diseases of cigarette smoking. We find in Grade 7, in a curriculum outline that came out in 1966, 48 words about this—less than the number of words devoted to bruising the back in sports. We find in Grade 8, that smoking is used in reference to the security of the individual. It is irresponsible—

**Hon. Mr. Davis:** Yes, but is not the battle relevant to the question to the security of the individual? There are some people—some of them of the medical association—who will tell you this.

**Mr. T. Reid:** Mr. Chairman, the point is a very simple one. Issues like this are terribly, terribly important and the balance, the concern, is not reflected in curriculum outline. Even when you get into revised curriculum outlines for 1969, for the senior health division, you find that the Minister in his wisdom or unwisdom fails to come to grips and offer leadership in the area of drugs. I would like to ask him a few other questions in this regard, Mr. Chairman.

Could the Minister tell us something about the teaching programmes for teachers who will be teaching in our elementary and secondary schools about drugs, alcohol and cigarette smoking? What programme is there now in the teaching of teachers, so that when they walk into the classrooms they are knowledgeable? Is it simply a five-day general discussion about drugs or are teachers really becoming able to give leadership in the school as reflected in their own teacher-training programmes?

**Hon. Mr. Davis:** Mr. Chairman, the matter of alcohol, tobacco, and so on, and many of these items are dealt with in the teacher-training institutions. The colleges are not in a position to offer comprehensive courses on the use of drugs as to explain why or to keep young people from using drugs because this type of programme just is not available. You can demonstrate the obvious problems that are related to its use, but as to why, how it starts and develops, and what you do to prevent this happening, other than to show examples of what is happening to people who do participate, is a very difficult problem. With great respect, Mr. Chairman, this type of information really is not available even in the United States. On some of their research related to marijuana, you can get about as many conflicting opinions at the moment as there are people prepared to express them. It is there in a general sense. The teaching profession knows it and I think the hon. member is under-rating the capacity of the school boards and the teachers to deal with it. A lot of them deal with it very effectively. Now they are having greater problems with drugs because it is relatively new and, very frankly, it is not as easy to deal with as matters of tobacco and alcohol.

**Mr. T. Reid:** Well, would the Minister talk of his colleague, the hon. Minister of Health (Mr. Wells), and encourage him to allow some sort of objective research in the abuse or misuse of marijuana? My understanding of what the Minister of Health said in the House is that he would not even allow marijuana to be used by the drug addiction research centre.

**Hon. Mr. Davis:** As I understand it, Mr. Chairman, I understood him to say that they had permission to use it relative to some form of experimentation. I think it was last Thursday he said this in the House. I think so.

**Mr. Chairman:** Last week I happened to attend one of the theatres on Yonge Street



and saw a splendid short documentary cartoon by The Department of Health and Welfare, called *King Size*. I would like to recommend it to all the hon. members if they ever have an opportunity to pass the word along about that film. It is an outstanding cigarette film in animated cartoon form.

**Hon. Mr. Davis:** They have had some films in the school. Some students that I talked to say it literally frightens them for a period of time. They have been shown pictures of the lungs of a person who had cancer attributed to smoking and so on. As I say it has quite an affect for a period of time.

**Mr. Chairman:** It is very interesting here to see that while Mr. Reid was speaking there was no sign of smoking.

**Hon. Mr. Davis:** I would be interested in some reaction from some of the other members relative to the problem of drugs and so on. The educational community is looking for answers everywhere to this situation.

**Mr. Chairman:** Mr. Reid.

**Mr. T. Reid:** Yes, one further question, Mr. Minister. Can a teacher be arrested for the possession of marijuana en route to school, when that teacher is going to use marijuana in the classroom in a discussion of drugs?

**Hon. Mr. Davis:** I am being asked for a legal opinion, Mr. Chairman, which would be subject to some other legal opinion. My own guess is that on the strict interpretation of the law, chances are, yes. Isn't possession of marijuana, period, a criminal offence?

**Mr. T. Reid:** Is there not a special document that a teacher can carry signed by someone in the Minister's department giving that teacher the legal right to do so?

**Hon. Mr. Davis:** No. We have little authority to give people the right to break the provisions of the criminal code. I don't think we have any.

**Mr. T. Reid:** That is quite fantastic because I cannot name the school or the person—

**Hon. Mr. Davis:** You had better not, because I haven't signed any authorization to allow people—

**Mr. T. Reid:** I would like the Minister to know that somewhere in this great province there is a teacher who believes that the teenagers in his or her health class ought to know more about marijuana and is showing the

students what it looks like and cutting it up—the whole bit.

**Mr. Lewis:** Administering it?

**Mr. T. Reid:** No, and the place isn't mentioned.

**Hon. Mr. Davis:** I can see taking cigarettes but I wonder if you would take liquor in. Perhaps that's against the law, I guess. Although you can have it for chemistry. They must have alcohol.

**Mr. Lewis:** I don't want to pursue it particularly, although I do hold the conspiratorial view on the tobacco lobby and just why you people haven't yet banned certain aspects of tobacco advertising. Why we responded so quickly to Rhodesia after independence so you wouldn't have trouble around the tobacco exports and imports—I am just curious in terms of the conversation that has taken place, to view the relative nonchalance, I don't mean lack of concern, but relative nonchalance of the Minister in the face of the drug problem in particular. I don't want to convey a stampeded view of the drug problem, but your colleague requested from Bill Clement at the Ontario Hospital a speeded up report on the 6,000 to 8,000 speed users in the high schools—apparently in the city of Toronto.

The Minister must know the devastating effect of speed. It is pretty obvious judging from what the Alcoholism and Drug Addiction Research Foundation did, and what some of the documentary programmes like W5 have done. I recall not so long ago a rather interesting segment on W5 in which it was indicated that on blood donor days in the clinics of the schools, particularly after a weekend, 40 to 50 per cent of the kids are rejects because they have had drugs over the weekend.

I question the ease with which the percentages are applied—indeed the estimates of thousands—although one is inclined to give a good deal of credence to the Drug Addiction Research Foundation's analysis of the use of drugs in high schools, which the Minister will remember showed rather high rates of use.

Surely, from the province, surely from the central body—all of this local autonomy stuff notwithstanding—there comes some kind of guideline. There is a sense of crisis in the high schools around drugs and there is a sense in the teachers' minds just as much as in parental terms of, how in the devil do you cope with it, what do you say and what do you do. How do you explain the difference



between the possible legalization of marijuana and what the federal drug commissioners are saying around the country? How do you equate that with the effects of an LSD tablet or self-administered speed? What kinds of film are available?

Your Minister of Health sets up a task force on the treatment of venereal disease. I don't know how rampant that is in the high schools, but I don't see the Minister of Education setting up a task force on the learning requirements around drug use amongst adolescents. It just seems to me that there is a certain delinquency in your role, Mr. Minister. I have the sensation that in this area at this time there would be vast sighs of relief across the province if the department were to say something fairly definite, to assemble the material, to indicate who was available to go through the secondary schools of the province and the latter grades of primary school in a pretty systematic way to provide a crash education course in the problems around drugs. Albeit not all the solutions have yet been found. But there is certainly enough anxiety that it would be justified. It is a difficult task. It is a pretty simple straightforward kind of educational task that arises now and again and should be responded to in terms other than a recognition of the problem and of local autonomy. I don't think that is what we are talking about in this instance. What think you?

Hon. Mr. Davis: Mr. Chairman, I will just make this point that we are concerned as a department. I think we are as concerned as the hon. members who have expressed an opinion, or some of the school boards. We hope to have definitive suggestions available some time fairly soon. I can't guarantee this because we want to make sure that they are right and they are relevant. There is no point to undertaking a general programme that is not going to be effective. Very frankly, what information might be available and just how we can go ahead with this has been a matter of concern now for some months. Hopefully we may have something that makes sense. Some of the school authorities on their own have moved into this too. Some of them are doing a reasonably effective job, but they to are doing it, quite frankly, on a bit of a hit-and-miss and *ad hoc* basis, because the amount of material is limited, except for the general information that they know the use of drugs is physically harmful. You can demonstrate that, but it hasn't altered the problem very substantially in any jurisdiction.

Mr. Lewis: Well if—

Hon. Mr. Davis: We are concerned, not just about this aspect but why young people are resorting to it. Why are they moving. I guess, perhaps, you could use an analogy to the reasons for the use of alcohol? I would think to a lesser extent perhaps tobacco. But why does our society, particularly the younger people, need this feeling of pleasure or release or what have you? What is happening to encourage this sort of thing? I don't know.

Mr. Lewis: Right. I am not really at this point asking the curriculum branch to make a sociological study of the reasons for the taking of drugs.

Hon. Mr. Davis: No. Except that it is going to be effective some day. Somebody has to, and I don't think we can, very frankly. This is as I am speaking now, as much as an individual as anything else.

Mr. Lewis: I make the assumption that a great many people are probably engaged in that work right now. How you explain the alienation of the modern adolescent and the pathological shift to drugs as an expression of that alienation I don't know, but it is obvious that somebody is going to do it. There have been a good many suggestions made around the varied nature of this society, which if I can avert to something I said this afternoon, the school system tends to reinforce. But I come back, Mr. Chairman, to what the Minister is saying. He is then saying, if I understand him—I want to read him right—that he has something afoot, that in fact from the central curriculum department, or from the Minister himself, there may come in the next month or so—a what—a unit of material applied to?—

Hon. Mr. Davis: I don't want to describe what it may be in advance. It will be something that we hope will be relevant and helpful to the situation.

Mr. Lewis: In the schools?

Hon. Mr. Davis: Right.

Mr. Lewis: It seems to me that makes eminent good sense and I don't think the Minister should be reluctant to say that he is going to do it or talk about it.

Hon. Mr. Davis: Except, that the thing you have to be very concerned about—we are always on a matter like this—is to build up a level of expectation that one can't achieve. Because no matter what we do there will still be some unresolved situations.

**Mr. Lewis:** I would be the first to concede that you haven't yet solved all the problems, Mr. Minister. You don't have to persuade me on that.

**Hon. Mr. Davis:** All right.

**Mr. Lewis:** Right. But I also point out to you that making the distinction you make, you probably won't solve the problem of the drug dependency for an adolescent. You probably won't solve the problem of the emotional need which prompts it, or the acting-out element which prompts it. But for the great majority of adolescents for whom drugs are a curiosity—and it is interesting to note that in a number of drug deaths in this country the drug deaths have occurred, not among the habitual users, but amongst the *ad hoc* curious experimenters—it is entirely possible that an educational programme which gets at the mass of the student body in an absolutely devastating way will be successful.

You talk about terrifying kids around cancer of the lung—you can do things around drugs which will traumatize adolescents for a number of weeks and make an impression so lasting that even the general environment won't be conducive to them taking it unless there are those emotionally dependent factors there in which case, of course, you are right.

But that involves another problem. That involves special education and some of the things you have done previously and are now developing. I am saying, in sum, that you reacted with unusual spontaneity and very real feeling in 1965, 1966, 1967, around the question of special education, particularly in areas of emotional disturbance and kids with learning disabilities. I would be first to say that there are vast roads yet to march, but no one can deny that there was a breakthrough felt at that time, sort of tangible and real. There is no reason in the world why, in something that is more easily coped with, a sort of physical phenomenon as well as the emotional part, you couldn't move in with real drama.

It seems to me that at this point in time that is really what the Ontario Department of Education has to do in this given area. You wouldn't have a single school or school board or school trustee on your back screaming, "Leave us with our autonomy" because in this issue that is no longer a factor.

**Hon. Mr. Davis:** I am sure that is the case.

**Mr. Chairman:** Mr. W. Newman—

**Mr. W. Newman (Ontario South):** Mr. Chairman, on the drug situation: I do think the Minister of Education has courses for teachers on drugs, and I think this is very important. In our elementary school systems they have got through very well to our children. My children urge me every day to stop smoking these things. You have got through to them—

**Hon. Mr. Davis:** —but not to you—

**Mr. W. Newman:** No, not to me, but even on drugs, you have got through to many of our young people. What does concern me is that we think that we have alcoholic centres in the province of Ontario. They will be dwarfed by drug centres in the near future if we do not take some positive action. I am not saying all this should come from The Department of Education. I think we need a better liaison with the RCMP. I do not feel that they are doing their job. I do not think that perhaps our police forces in many areas are doing an effective job in trying to control drugs.

Since last February I have had nine young people working in three high schools in my area doing nothing else but meeting with me on a very regular basis to discuss drugs in the schools. I have kept confidence with them—these youngsters—and nobody in the school system knows that they are talking with me. I suppose I could be prosecuted as well as anybody else because two of these nine young people that I talk to are pushers actually selling LSD, speed and, in some cases, heroin.

The thing that does concern me is that I see young people's minds and bodies destroyed by the use of drugs. In the district in which I live, the three high schools I am working in, 60 per cent of our high school students, at least 60 per cent, are taking drugs on a fairly regular basis. I am referring to marijuana, speed, LSD, and heroin to a smaller degree. It really frightens me when I see what is happening to these youngsters.

Only last weekend I met with two parents, one whose child almost died last week and is still in the hospital from taking three capsules of speed. Another one who took two capsules of speed, who had never had them before, tried them on an experimental basis. What really concerns me is that I do not think we are getting through, not only to the teachers, but the parents. I think we do not have enough parental concern.

I do not think parents are willing to accept the fact that there are drugs in the school, and I also do not think that the teachers are



aware. I had occasion to speak at one of these high schools only a week ago, to nine different classes. In each case I talked to the teacher in charge of the class afterwards and I told him what drug percentage of using was going on in their school. He could not believe it. He said he did not believe it was that high.

So I think it is generally—we cannot blame the Minister of Education, we cannot blame any particular individual. I think we all have to make an effort. I say to you, Mr. Minister, that anything you can do to influence the boards in their curriculum to teach more about the dangers, especially of LSD, speed and heroin, and the dangers that they have on our young people. When I see some of our young people I have visited in our hospitals who have been on these drugs I see very brilliant or 80 per cent students after they have been out on a little "high" with speed go and write a 15 per cent examination. It is frightening. I think that anything you could do, you should do and I realize you are trying to do everything you can to educate our teachers and our people and your people to deal with this problem.

It certainly is frightening to me as I see what is happening in my own area—and I would say mine would be an average area in the province of Ontario—and I am sure that the figures that someone quoted in Toronto here of 6,000 to 8,000 is way low, because I know in our own school system how high the percentage is.

Many of these pushers are in the school system and many of the students I know, many of these students I have talked to, have seen these people selling these capsules. Right in the school in my area one of these students I talk to has never touched drugs and he is being coaxed constantly to take drugs. They want to get him started. It really is frightening and I think the more that we can bring into our secondary schools—I think we are doing it in our elementary schools both on drugs and smoking—and I'm not sure about alcohol—I do not think we have to do that in the elementary schools so much, but I think we should move into the secondary school field of education, and educate and teach our young people the real danger that they are facing. I think it is very, very important. I only ask the Minister, through his department. As he said, he has a report coming out before long. We can do something for these young people to let them really realize just how serious this situation is—

**Mr. Lewis:** If I may, Mr. Chairman: Mr. Newman, what do you mean when you use the term "pushers"?

**Mr. W. Newman:** These are the youngsters in our school system who actually have contacts in Toronto where they pick up the drugs, bring them out, and sell them. One young lad had \$500 worth of pills on him one day and he was selling them around the school.

**Mr. Lewis:** Then can I suggest to you, with as much restraint as possible, that there is no nobility in concealment in this instance.

**Mr. W. Newman:** May I suggest to you that in many cases you actually have to catch them with the drugs, and these children may bring them to school. We have had many instances where we have informed RCMP—

**Mr. Lewis:** You have informed them?

**Mr. W. Newman:** Yes, in many cases—Unless they have the evidence—and you go to a child's home and try and find out where they hide these little pills in a home somewhere—it is very, very difficult and the RCMP cannot just walk in on my say-so—

**Mr. Lewis:** Well, I—

**Mr. W. Newman:** —but I also have to try to protect these children who are telling me, because through them we are getting to some of these parents and letting them know how serious the problem is that they have with their children.

**Mr. G. E. Smith (Simcoe East):** I have for the Minister, Mr. Chairman, a very fundamental question, and no doubt there is a fundamental answer. This is a little different though it is still on the curriculum. I think it was, in theory, answered by the Minister as the result of a question by Mr. Reid, but I would still like to comment on curriculum as it applies in my county jurisdiction.

I have heard just recently of a family that moved from one school to another in our own county system where the books and the curriculum seemed to be different than they were in another school. I realize that you wish to leave the autonomy to the local school in the school system, but I do feel there is a certain financial burden on the families when this particular practice applies. Is there any particular reason why, in a county system, it cannot be standardized?



**Hon. Mr. Davis:** Mr. Chairman, this will be one of the many benefits from the restructuring into the county system when you will find some schools that are still operating on the basis of taking certain subjects at certain grade levels in one school as opposed to other grade levels in another—that the books were available. But the majority of the counties are moving toward standardization—I don't like that word—towards some uniformity in grade approach and text-book approach, so that if a student does move, at least within the county area, this problem is minimized.

I had it happen right in my home town where two schools operated by the same board within a half mile of each other. If families moved from one side of town to the other two years ago, they had to get . . . The change in curriculum did not mean much by way of books any more than by way of the enlightened policy of the department—you know the books are provided free, but—

**An hon. member:** They have to hand them back though—

**Hon. Mr. Davis:** Oh, sure, but they have them—

**An hon. member:** —sent them down to the West Indies—

**Hon. Mr. Davis:** Eventually. They are pretty old by the time they get there, I'm afraid. But it is something I think we will—

**Mr. Chairman:** Carry on?

**Hon. Mr. Davis:** Indeed.

**Mr. Chairman:** Mr. Pitman.

**Mr. Pitman:** I wanted to comment on that problem. Surely the answer to this business of moving kids from one school to another is not in trying to create a uniform curriculum, or to try to put any kind of pressures upon having the same text-books, even within the county area. Surely it is to individualize the educational experience.

**Hon. Mr. Davis:** Yes, but, Mr. Pitman, there is going to be a period of time before we reach that ultimate desirable goal, and so not to delay that happening, there are some practical realities that—

**Mr. Pitman:** But your remarks lead me to believe that you are going back to uniformity—

**Hon. Mr. Davis:** Oh, no. I am just saying that there is no reason why, within the county structures, something cannot be done to at least have, say, the chemistry course taught at the same grade level in that system at least, so that if they move from one school to another, they are not out one year. That does not detract from the general over-all principle of what we are trying to accomplish.

**Mr. Pitman:** But I sensed in the Minister's—

**Hon. Mr. Davis:** Well, this is my argument. I agree with the hon. member but he was telling me, with the member from Scarborough East, about what we should be doing on a national basis. If one takes that philosophy through to its ultimate conclusion—it was not the hon. member for Peterborough, I am sorry, it is the hon. member for Scarborough East. And when we get around to an individualized approach for all students in this great country of ours, then—

**Interjection by an hon. member.**

**Mr. Pitman:** I wonder if I could just make a very short remark on this problem, which I think has been well identified, in discussion this evening, of drugs. It seems to me that . . . I could not agree more with both the hon. Scarborough members, that something very real and dramatic has to be done in this particular area, both in terms of alleviating the problems of the parents, because, as you say, I think there is a tremendous amount of ignorance in this.

I could not help thinking as I was sitting here, with all the top representatives of the educational television area, is this not an area where educational television could play a really dramatic role? I am convinced that this is a dramatic kind of problem. That it is a problem that will only be comprehended by a dramatic reaction. I suggest to hon. members and Mr. Yost, who are here, that this might very well be something which educational television could step into. I have some views about what educational television can do and cannot do, but I think that this is the kind of thing which really would tie into something which could be—well, really something very unique and worthwhile throughout the province. So I hope that possibly both these gentlemen here might possibly take this under consideration.

**Hon. Mr. Davis:** Well, I can only speak for one, but I think one of them has given this some thought already.

**Mr. Pitman:** I suspect we may have unwrapped a little bit of—

**Hon. Mr. Davis:** I would not be surprised if the other had too.

**Mr. Pitman:** —a secret weapon.

**Hon. Mr. Davis:** No, no secret weapon. Let us not exaggerate, because it is not easy.

**Mr. Pitman:** I do not want to treat this with any levity whatsoever, because it is a very serious problem. But I could not help feeling that that is probably the most effective way of teaching the turned-on television generation today. It is something which perhaps you understand much better than we do, and so that may be the way.

I want to deal with curriculum development in a more general way just for a moment or two. It seems to me that we have gone over another hump with the reorganization of the county boards in the larger units. Yet there seems to be still a great deal of ambivalence as to exactly who is responsible for curriculum. I think the impression was certainly that once the larger units had been created that curriculum would more and more go into the hands of the local county units or the local metropolitan units, urban units, or—and even more, from there down to the local school and that more and more curriculum would be a creative thing within the local situation.

I am wondering if it is not time now to deal with the whole question of how this can be done. I wonder if there has been any thought under this item of curriculum development in terms of really planning towards a local curriculum thrust. This has to be, I think, planned. I do not think it is something that you can just throw at the local educational authority. For too long they waited until every curriculum guide came down the line. They waited for every list of text books, they waited for all of the emanations from the department, and, quite frankly, if they ever had any ability to react effectively to the curriculum, I think they have had it pretty well destroyed over the last number of years when this has been really coming from the centre.

I am just wondering whether there has been any thought about this aspect of curriculum development, rather than the central authority doing the organization of curriculum, whether there has been more and more thought about how much can be sent down whole to those who are working in the lower

reaches of the educational system. I say in relation to this that this will demand changes in legislation. Right now the power of the Minister essentially is over curriculum. Whether this can't be changed in some kind of a guide-line approach rather than specific curriculum—

Secondly, I think it demands real changes in teacher training, in teacher education—and we will come to that in a vote or two. I think that most teachers have not got curriculum skills. They do not have the ability to work out what is a meaningful curriculum for the young people. I think this was one of the most exciting things which happened in my own area where, as I mentioned to the Minister before, you did have an effort within Grades 4, 5 and 6, an effort to create a new individualized curriculum. It took a full year of meetings of teachers to give them the security and the feeling of confidence that they could go out and create their own curriculum.

I think this is what really has to be done if we are going to be able to get the curriculum out of this central area down to the local level. It seems to me there are two areas: First, the department itself moving in the area of legislation and the area of planning in terms of curriculum development to have more and more and more move down and in the area of teacher training and teacher re-training or teacher development, because many of the teachers who are in the classroom now, and were trained some years ago, certainly don't have these curriculum skills. I would bring this matter to the attention of the Minister under this particular item of curriculum development.

**Mr. Chairman:** Mr. Minister, do you wish to speak on this topic?

**Hon. Mr. Davis:** Yes, just very briefly, Mr. Chairman. Obviously what is underlying some of the things we have done is the question of involving the local school authorities both as a unit and as individual schools in the area of curriculum. I think we have to be very frank, Mr. Chairman, that the county structure, while it seems to have been with us for years, has only been in operation about nine months, and that they have had just about as much to do as they can do, up to this point.

I think we're reaching a point now where some of the things we would like to see develop, we can move ahead with. We have really started this with the regional decentralization, with the development of the



concept of the programme consultants where they are moving into the schools with broad general guide lines of curriculum, allowing far greater freedom in the development of the specifics. There will be more of this. I anticipate, Mr. Chairman, that over the next two or three years we will see some more definitive programmes enunciated and lines of communication established because this is underlying much of what we want to do.

The department is going to continue to be involved. We have to be. We have to be involved, I think, in some of the broad curriculum objectives, but at the same time we want to involve the local school systems as much as makes sense. I think that one can anticipate that we will be doing this—in fact, we have already started. But as I say, it has been a busy few months for the boards just to get moving, as it is.

**Mr. Pitman:** I wonder if I might just ask the Minister one question on this? It seems to me that one group of people who could provide a great deal of impetus in this area of curriculum development is the upper administration in each of these county boards. I notice that Dr. McCarthy speaking in Niagara Falls, mentioned that various boards should watch the upper levels of their administration. I assumed that he hoped that it won't proliferate too much at that level. If more and more impetus goes into the local school, and more curriculum development takes place at the local school, it seems to me that you might well need to retrain some of your upper-administration people, and some of the consultants who may spend less time in the classroom may be spending more time working out the curriculum necessities in the particular area in which they work.

**Mr. T. Reid:** I would just like to return specifically to the drug question in light of Mr. Pitman's general remarks about the teacher training and the re-training of teachers. I am also intrigued by Mr. Pitman's suggestion of the re-training of administrators. I would have preferred the word re-education as opposed to re-training.

I note that the Minister is reported to have said, in a *Globe and Mail* report of September 11, 1967—probably 1969—in discussing the problem of teen-age drugs, that the auxiliary of the Princess Margaret Hospital Lodge is reported as having said that the trouble with the schools is finding personnel who can deal competently with the problem. Some teachers can't do it, Mr. Davis said.

I would just like to return to that central issue that until you identify the bottlenecks

in this whole area of drug education for pre-teenagers as well as teenagers, it is very difficult to come to grips with the problem.

I firmly believe that one of the bottlenecks is the intermediate curriculum health outline. . . . I do not mean to drive that point home anymore. The second is the whole area of teachers scarcity in this area. I was wondering if the Minister might consider, I don't know, some special input—either a re-education programme for teachers who are now involved in this area, or who are to be drawn into this area, both in the elementary school and the secondary school. Would it not be possible to set up a highly specialized sophisticated teacher re-education programme next summer for 200 or 300 teachers and encourage them to come and have a full discussion from the best people in the whole area. Does the Minister not think that in spite of his own remarks last September that he should really move in this area and find personnel who could deal confidently with the problems in the school immediately.

**Hon. Mr. Davis:** Mr. Chairman, I say that there is obviously some merit in this, but I would extend it beyond this in giving some thought to this as whether or not we can't involve the broader community in this particular problem as a resource for the problem in the schools. Quite frankly, we are looking at this aspect of it, not just confining it to the teachers.

**Mr. T. Reid:** Yes, of course and one reads in the Minister's particular outline—particularly the senior division where the community resources can be brought in by the principal. I would agree that this is perhaps another way of doing it. Perhaps a complementary way. The thing I would just like to say, Mr. Chairman, is that one of the reasons I propose the concepts of the high school council involving parents, teachers and pupils as well as the high school principal is that this would have facilitated, I think, a discussion on the issue of drugs much earlier than at the present time.

I think if we had had some high school councils in operation in Ontario over the past three years, we would have found that those individual high schools would have responded much more quickly to the whole issue of drugs in its widest sense.

Mr. Chairman, I was wondering if I could move on to a couple of other aspects of the health curriculum? I would like to touch on the venereal disease education in our schools. I think I should note first of all the first



time that venereal disease is discussed in one of the Minister's health outlines. It is noted on pages 18 and 19 of the Senior Division Health Education Curriculum outline which came out this year. The Minister, of course, has discussed this in the Legislature. The thing that I wonder about, and perhaps the Minister could clarify, has to do with this point: The first mention of venereal disease in the curriculum comes at the 16- to 17-year-old age level.

As the Minister knows, the incidence of venereal disease starts to show up two years earlier. I understand the studies are showing there is a significant level of VD among the 14- and 15-year-olds. While I can appreciate the difficulty perhaps that the Minister has had in even putting it in the curriculum as an optional study, I would have thought that he would have dealt with the issue when the teen-agers were at a younger age.

It is the same argument I make with regard to drugs, glue sniffing, and so forth. We have got to get this type of education back into Grades 7 and 8. By the age of 15 the damage is done. By the age of 17 many of the teen-agers are out of the school system and there is a high relationship between those who are out and those who are involved in drugs and those who are involved with various types of diseases arising from sexual intercourse. I would ask the Minister if he would consider getting this discussion back into the earlier grades of the school system as reflected in his curriculum outline which is a guide to principals in local boards.

**Hon. Mr. Davis:** Mr. Chairman, I don't think you know that once those guides are issued there are very few high schools where if it is theoretically a senior guide to Grade 13 or 11 and 12 that if the schools feel, in certain communities, it makes sense to move it into Grade 9 and 10. It is not quite as easy to move it into Grades 7 and 8. Not quite as easy. It is very difficult to get people to deal with this, in the earlier grade levels.

**Mr. T. Reid:** Yes, well this gets back to questions we raised earlier about teacher education and who teaches, particularly in the primary schools.

**Hon. Mr. Davis:** You know there is a great debate about this type of education rising now as you know. There are many states of the union where they would not have family life education on the curriculum at all, at this moment.

**Mr. T. Reid:** As I understand it, you state explicitly in your curriculum that the discussion of VD is not to be included in the curriculum of family life.

**Hon. Mr. Davis:** No. But we have had—I am just saying that family life education as we define it. In some states of the union at the moment the debate is really quite significant as to whether that should be in, period.

**Mr. T. Reid:** This is the next issue I was going to —

**Mr. Lewis:** In some states of the union, the bayonet is considered part of a family life course.

**Hon. Mr. Davis:** Yes.

**Mr. Lewis:** There are some jurisdictions in the United States that are not exactly comparable to Ontario society.

**Hon. Mr. Davis:** Hopefully not.

**Mr. T. Reid:** Mr. Chairman, Mr. Davis says that the teaching about venereal diseases is optional, to allow for conditions and needs from community to community. This is spelled out in his curriculum outline. How can you tell if a programme is needed? How can you tell if it is effective?

**Hon. Mr. Davis:** I do not know how you tell if it is effective. This is always hard to evaluate. As to its need, I think this has to be determined. You must have confidence in the local school authorities and these people obviously can make some determination as to need, I would think.

**Mr. T. Reid:** Again, you return to the community role argument in this.

**Hon. Mr. Davis:** It is not a question of community control. I mean, you use the same argument with respect to the councils. You just are involving perhaps a larger number of people, but it is still the same people, except in fewer numbers. You know, you are talking about your high school council doing this sort of thing. Really, are not your school boards and the home and schools involved with the school system—not the structure perhaps—but doing it in the same way? This I think is a logical comparison.

**Mr. T. Reid:** I think one of the issues emerging which Mr. Pitman touched on is the whole issue of which things should be done centrally, even within the curriculum. Certain areas of curriculum can be centralized—other areas where there ought to be

central leadership. I think one of the most significant debates we could get into, perhaps not this year, at this time, is the whole issue where the Minister stands on which areas he should really state. Things must be done in the education system, and those areas where he thinks it should be left to the school board. Right now, I think there is quite a bit of confusion.

**Hon. Mr. Davis:** There is always some confusion, Mr. Chairman, I have never—

**Mr. T. Reid:** I think there is more than there need be.

**Hon. Mr. Davis:** There is perhaps more than there needs be, but there is always a degree of confusion, I think. But, I do not think it is a question necessarily of making that determination. Surely you can have some decentralization of authority and responsibility without advocating responsibility from the central source, if I can use this term. This is what we are doing and will continue to do. So to take a hard line that this area must continue to be, shall we say, developed by the department, and this area will be developed by the boards, I do not think this is necessary, I think the department and the Ministry must continue to provide total or general leadership and to be developed in some areas on a decentralized basis. I mean in a realistic way, I do not mean just in name only. That they will in fact do it, which some of them are—

**Mr. T. Reid:** This being the case, Mr. Chairman—turning to the general development of curriculum. Could the Minister explain how the views of people involved in the individual schools get back up to him? We are talking about a feed-down process. Now we should be talking about a feed-up process.

**Hon. Mr. Davis:** Right, the programme consultants who work through our regional offices and to the central office are working with the local school authorities five or six days a week. They provide the feed-back from the school system into the regional and then into the central office. This is the way it is working—working at this moment very effectively.

**Mr. T. Reid:** I have an inherent suspicion of the monopoly of feed-back if you like being in the hands of people who have vested interests in things being evaluated as being O.K. What type of feed-back process do you have from—say, the students? What type of feed-up process do you have from the parents?

What sort of feed-up process do you have from the full-time classroom teacher?

**Hon. Mr. Davis:** You have a very real reaction from the teachers as a professional group, rather consistently, as you do from the trustees and to a degree from the parents through the home and school—to the extent that home and school is represented through parental thinking. If you can get a different feed-back on a single subject from 15 different school systems—and this too has to be recognized. If you had—I am not going to debate the question of the councils here tonight, Mr. Chairman. I would only say this. If you had, say, ten councils in one school board area—I can tell you now with the little experience that I have had in this business that you will get ten different feed-backs on a single situation from ten different schools. Then the process of evaluation still has to go on. It is not unhealthy.

**Mr. T. Reid:** I certainly accept that. One other area in this health curriculum has to do with what is popularly called sex education. The Minister mentioned the fact—

**Hon. Mr. Davis:** You do not like the term family life?

**Mr. T. Reid:** Family life? O.K., family life we will call it.

Interjection by an hon. member.

**Mr. T. Reid:** The Minister mentioned that there was a vote of some sort in the U.S. against—

**Hon. Mr. Davis:** I am just commenting. I just read what is happening in the neighbouring United States. It is interesting because they have always been progressive in so many fields that family life education at this precise moment is a subject of great debate. Some of them very foolish debates.

**Mr. T. Reid:** I refer to the story that was carried in the *Toronto Daily Star*, Monday, August 18, 1969. It is about a study in Connecticut in the U.S. The story goes on to say, "Parents overwhelmingly favoured teenage high school sex education including contraception." The persons conducting the survey are reported to have said that the vocal minority is represented by the John Birch Society and right-wing religious organizations.

**Hon. Mr. Davis:** You mean the John Birch Society?



**Mr. T. Reid:** Yes, it must be the John Birch Society.

**Hon. Mr. Davis:** It has to be the John Birch Society.

**Mr. T. Reid:** It could not be the John Roberts Society.

**Hon. Mr. Davis:** No, no, he is far too progressive.

**Mr. T. Reid:**—Such as the Christian crusaders masking the wishes of the silent majority and then the survey shows most parents in the survey approved of mixing boys and girls in the classes on the theory that it would encourage dialogue and a greater understanding of how the opposite sex feels.

Interjection by hon. members.

**Mr. T. Reid:** Then we find, of course, that in the Minister's health curriculum the recommendations to the parents is that—or to the teachers and the principals—is that the classes should be segregated. I was wondering if the Minister has any words of wisdom on the value of separating the sexes in the schools.

**Hon. Mr. Davis:** No, I will not get into that argument. I will only say this—that there is once again—for those who want to have family life education in the school system—and I think it is important—there are many schools who have thought as to how best it might be done and the curriculum committee, involving people who have some experience in the school system, and all kinds of school systems thought there was some real merit in having it done in this fashion. Taking into account the teachers who would have to be dealing with it and so on. And, of course, there are some schools where the preponderance of—other than lay teachers—was somewhat awkward. This has changed and is now pretty well settled. I think the programme can be effective either way.

**Mr. Lewis:** Mr. Chairman. It is nice to have him say this.

**Mr. T. Reid:** Mr. Chairman, I just want to put on the record a very, very short letter that was in *The Telegram* on October 23, 1969. It is by a student called Douglas Taylor from Don Mills Collegiate. *The Telegram* put the followin caption on it: "Curious not Sex Crazy" and Mr. Douglas Taylor's letter goes as follows:

It seems to me that the trustees of our schools have appointed themselves our moral protectors whether we want them

or not. They are the adult power—people who run our school with millions of dollars and blind eyes and deaf ears. They say we may not learn about sex in school because we will turn sex into an extra-curricula activity. It already is for the simple reason that that is the only way we are able to learn about it. Grant you, we have sex education courses in high school, but it really is not sex education because the teachers are too easily embarrassed by a well-put question, so to avoid this they just teach us about the anatomy of the human body. Ears, eyes, arms, legs, interesting things like that. These parts of the body are not morally decaying so they are okay.

This is a beautiful one—

If Adam and Eve had gone to school in Toronto, civilization would never have been born. Young people are not sex crazy. Just curious. And is not the school a place to satisfy your curiosity? Please, ladies and gentlemen, you uprighteous moral-saving adults who know what it is all about. Please teach us.

I think perhaps the debate on family life education in schools should become, again, a centre of debating.

Interjections by hon. members.

**An hon. member:** Does the Minister agree—that it is a communist plot?

**Hon. Mr. Davis:** I will say I do not think it is a communist plot. I have not read what trustee—

**Mr. Lewis:** I am again assured by your unequivocal views.

**Mr. R. H. Knight (Port Arthur):** Mr. Chairman, I have sat here and been educated by the education committee in the last hour and I think quite impressed by the concern of the committee members about what is being done in the area of drug education, cigarette education and alcoholic education and so forth. But I still have to look ahead to the fall of 1970 or 1971 when I understand this HS-1 programme will be adopted by most of the high schools in Thunder Bay.

**Hon. Mr. Davis:** By number.

**Mr. Knight:** By number, when I believe PACI has already been in it for a year or so. But what my concern is is this: To what extent are the teachers informed of this programme before it goes into effect?



I was talking to the president of the Thunder Bay Secondary School Teachers Association this evening over the supper hour and he does not even have a copy of HS-1. I wonder how many members of the Ontario Legislature have? I know that the teachers up there have difficulty getting a hold of a copy of it and that is perhaps what made me look a little bit ignorant a bit earlier today when I asked about whether the programme indicated that a student had to have 27 credits to graduate. The teachers were at a loss to know what subjects they had to have credits in, what combination of subjects and what counsel they should give the students when they are deciding, in Grade 9 for example, as to what direction they are going to take. It seems to me that something should be done to take these teachers up there out of the dark.

I understand that perhaps in the area of ETV some programmes may have been televised up at the Lakehead and the Lakehead area region to indicate something to them. What is the department doing to make sure that the high school teachers up there are not going to go through a trial and error system that is going to make these students suffer.

**Hon. Mr. Davis:** Mr. Chairman, just to give the member an example let us take the Grade 12 programme—and all schools have had HS-1. A number of copies of HS-1 go to every school. If the gentleman you refer to has not received it he should sit on the doorstep of the principal like tomorrow morning till it is there.

The 27 credits, say for the Grade 12 programme, relate to the options and the 12 specified have to be three of them in specific subjects, study areas. The study areas are generally pure and applied science, for the first, social sciences the second, communications the third and arts the fourth. In other words you have to take three credits in each of those four areas. There are 15 credits that are not specified and you can take in the optional areas. They, of course, will be an extension. It is really, I think, very simply set out. The structure of this, Mr. Chairman, in a school—and to develop the time-tabling and so on is inherent in this proposal itself. It is not an easy task and it is conceivable in the school you refer to they may be wanting to meditate on it for another year. They don't have to do it in September of 1970.

**Mr. Knight:** The school I am referring to has just had the plans for September of next year—

**Hon. Mr. Davis:** If they are short of HS-1s, tell them to speak to their local member who will let me know, and we'll get them some more copies, but they have had it for quite a while—

**Mr. Knight:** All right. I would like to comment a little bit further on—

**Hon. Mr. Davis:** They have had 25,000 copies printed. We have 550 some high schools. 560?

**Mr. Knight:** I am satisfied at this point that the department is making every attempt—

**Hon. Mr. Davis:** Don't be satisfied there won't be a few problems. That's all I ask, because there will be some—

**Mr. Knight:** Okay. Now what about the parents? We often talk about the generation gap. Sometimes I think it is an education gap. Sometimes I think that students, especially high school students, are getting too far ahead of their parents. Maybe that's not a bad thing—

**Hon. Mr. Davis:** Is that new?

**Mr. Knight:** No, it is not new, it certainly is not new, but I think upon education as no doubt everyone here does as the development of the whole human being. That has got to include the parents. It is very important that youngsters not be taught one thing at home and another thing in school. I just wonder how many teachers take the time to get in touch with parents to find this out. I think that there is a gap there. Take for example the new math. There are a lot of parents who are lost. They don't know anything about it and we have been teaching it to the students in this province for—

**Hon. Mr. Davis:** I don't understand it—

**Mr. Knight:** Well, all right. It is a cause of humiliation for the parents and in many cases it causes the youngster to think he is so much better than the parents. I don't think that the parents are being brought along with these changes in education. I think more should be done to help them. All right, the more dedicated parents, the parents who have more time, who are a little more inclined toward developing their intelligence, the more intellectual parents and so on, can see it on television or perhaps will go out of his way to talk to the teacher or will go out of his way to attend those parent-teacher association meetings. They will be kept informed.

But this is a very small number. You go to any parent-teacher association meeting—

**Hon. Mr. Davis:** But is this the role of a parent? I don't know. I am just posing the question. Take the high school curriculum, in particular Grade 13. Can you really anticipate a parent who didn't take physics, period, to really become involved no matter what kind of a programme you introduce, so that he will understand the new physics programme? I think I am an average parent and I wouldn't even try to understand the specifics of the programme. I don't understand the new math and some of the other curriculum alterations. I think surely the main involvement of the parent relates to the total programme of the school: what their children are taking in the total context; where they are hopefully headed; where they are going.

The type of encouragement that kids need today is much as they did when we were in school, and that is the moral support and day-by-day encouragement that students need. The parents may not know all the specific changes in new curriculum, but as long as they understand—this is what we hope to develop. Understanding of, shall we say, the credit system, the fact that their children may not be taking all subjects at their former grade level, or could be identified as a grade level, and are taking subjects perhaps at two or three grade levels. These are things we would like parents to understand. But I don't know that you can expect them to become completely knowledgeable with some of the specific aspects of curriculum.

**Mr. Knight:** No, Mr. Chairman, I certainly do not suggest that they would have the time to understand all of it.

**Hon. Mr. Davis:** I don't know what your schools do, but I'll just relate a personal experience. In Brampton, our eldest is now in high school. Before he made his selection of what he might be doing, the parents were invited to sit down with the local high school guidance people, or the elementary people combined with it, and the children were taken on an orientation tour of the high school. They had some discussion as to the type of courses, and a pretty fair programme, because this is one of the decisions the student has to make at the Grade 8 or Grade 9 level. This, I think, is pretty general around the province, though I can't speak for every school system or every school. But there is a great deal of this sort of thing going on.

**Mr. Knight:** Mr. Chairman, do I understand from the Minister that he is satisfied that parents are keeping pace with these changes?

**Hon. Mr. Davis:** No, no. I am not saying that parents are keeping pace.

**Mr. Knight:** Do parents feel as though they are part of it; that they are not being left behind?

**Hon. Mr. Davis:** No, I am not saying that they do not feel this way. I am saying that a lot of it relates with the desire of the parents to be with it. It is not a case of, as I am trying to say, understanding or comprehending specific subject areas, particularly in math and science. What I am saying is that the role of the parent in many respects is not any different today than it was a generation ago, and that role involves the human aspects, the need to involve yourself with your children, encouragement, and so on. I do not mean to sit over them and make sure they do their homework, though that does not hurt either.

**Mr. Knight:** Well, Mr. Chairman, I see the Minister is aware of the problem that I am trying to define here and put my finger on. You know the high school student is getting to be a pretty cocky type of person because in many cases he can go home and he has got it all over the parent, and the parent admits this. Somehow this erodes the parent's authority and I think the school must reach out a little bit more to the parent to make a greater opportunity for the parent to be involved with what is going on at the school. I do not think that The Department of Education should make it its business to usurp parental authority, or to do so much that there is hardly any room left for the parent. The first thing you know, you are going to have the students teaching the parents here, or the children telling the parents what to do, and we are right on the verge of that right now. I think that The Department of Education—the whole area of education—has got to include the parent more. Perhaps this is what the hon. member for Scarborough East was getting at before with his school council idea, or at least through representation, through delegation. There are a couple of parents who are on this council who are right on top of these developments as they are coming.

**Hon. Mr. Davis:** So you get a parent's evaluation of some of these changes, but that does not solve the problem of communication



or the knowledge of the total parental constituency as to what is happening, or how interested they are in what is happening, within the school system. I do not argue with anyone, Mr. Chairman. I do not want to be misunderstood. It is highly desirable for parents to be interested, for there to be communication between the school system and the parents, and they should be involved. All I am saying is that I do not think you structure it so that it relates to individual subject curriculum because I think this is unnecessary. I do not know really that students in the high school today when they come home are any more sure of themselves than they were a generation ago.

**Mr. Knight:** They think they are.

**Hon. Mr. Davis:** I know, but so did a generation ago think they were.

**Mr. Knight:** That is good. I like to see youngsters who think they know what is going on, but the thing is, and I am thinking especially of this HS-1 programme, here is a practical area right here.

Next fall many of the students up in the Thunder Bay area are going to go into this whole new programme. The students themselves are going to have a say in what subjects they are going to take. They are going to decide this along with their teacher, their counsellor, the head of the department, whoever is going to decide at the local level what course they will be taking in order not only to get a sufficient number of credits, but to get them in the right area so they will have a rounded education in one of these four general areas that the department is outlining for them.

But I would like to think that something will be done by The Department of Education to let the parent know: "We recognize your authority. You are a part of all this. We want you to know exactly what your child is going into now. There is a very drastic change here."

**Hon. Mr. Davis:** Let us not over-emphasize the nature of the change. The structure is changing. The flexibility, hopefully, is improving and so on. But when it comes down to courses there is a different grouping but they will still be taking mathematics, and the mathematics they will be taking will be somewhat similar to the mathematics they are taking this year. It may be grouped differently, and if the student decides that this is an area of specific interest, there may

be further enrichment. All I am saying is, do not make it too drastic.

**Mr. Knight:** I won't. I will just go from this over to the social problems that have been brought up here, initially by the member for Scarborough East.

**Hon. Mr. Davis:** You do not have those in Thunder Bay.

**Mr. Knight:** You are talking about those problems. They are family problems as well as school problems.

**Hon. Mr. Davis:** Indeed they are.

**Mr. Knight:** You are going to talk drugs. You are going to talk cigarettes, smoking, alcohol and sex—

**Hon. Mr. Davis:** Indeed they are. I agree.

**Mr. Knight:** —sex education. It seems to me that, because these problems are becoming more frequent, there is now much more reason for greater liaison between the education authorities and the parents.

**Hon. Mr. Davis:** I think there is one very real area of liaison. Let us take tobacco. One area of liaison surely is that the school system is saying that it is dangerous to the health to smoke. But the parents have to have some responsibility when the children come home and say, "This is what our school system has said. What do you think mother and father?" father?"

And father says, "Oh, the school system is right." Then after his coffee he lights up a cigarette or cigar. The obvious question from a Grade 4, 5 or 6 student is, "Well, father, how come?"

**Mr. Knight:** You will not find the same thing happening with drugs though, I do not think.

**Hon. Mr. Davis:** No, that is what I say. I do not say it is the same. I hope not.

**Mr. Knight:** I think I made my point.

**Hon. Mr. Davis:** And I made mine.

**Mr. Knight:** Oh yes, very well.

**Hon. Mr. Davis:** You agree with this business of parental example do you?

**Mr. Knight:** Oh, I do, yes. I sure do as far as drugs are concerned and possibly alcohol. As far as cigarettes, I am still thinking about it.



**An hon. member:** What kind of cigarettes?

**Mr. Knight:** Well, my daughter had a cigarette with the kids the other day and she came home and told me about it and I thought that was something.

But anyway, on the matter of drugs, you talk about preparing some kind of a brochure or something as suggested by the member for Scarborough West—some kind of information to bring knowledge to the student in the classroom about drugs, their danger and so on. Could not this be a relatively simple proposition to The Department of Education if they enlisted the assistance of the Alcoholic and Drug Addiction Research Foundation? It seems to me that the AA has been very effective over the years by sending out speakers, people who had actually experienced the problems that come from overconsumption of alcohol. It seems to me that possibly the Alcoholic and Drug Addiction Research Foundation could be of a great deal of assistance in compiling whatever kind of information that you want to use in the schools. I just wondered to what extent you would make use of the foundation.

**Hon. Mr. Davis:** We have constant communication, obviously, Mr. Chairman, with the foundation, and the material they have prepared in the various areas has been helpful. I think though, it relates perhaps in this day and age, not just entirely to the information but the way it is presented to the students to have some form of impact. We have done this sort of thing in the school system for years. I mentioned the question of the problem of cancer and how films have shown the real deterioration of the lungs and all this sort of bit and it does have an effect. The question is: Is it a lasting effect? I do not know.

**Mr. Chairman:** Mr. Lewis.

**Mr. Lewis:** In the context of curriculum revision, Mr. Minister, I was going to appeal to you to do something to clean up the approved books on circular 14 which deal with Indians in Ontario and in Canada. Let it not be a desultory kind of approach, let it be instantaneous overnight so that the largely demeaning picture of the Indian which is conveyed either directly or by subtle innuendo be expunged from text-book life in this province once and for all. We had our debate on Indian affairs in the Legislature months ago and the references are still here.

**Mr. Chairman:** I think during last week we discussed Indians quite sensibly.

**Mr. Lewis:** Well, we discussed it in terms of OISE and their particular project on Manitoulin Island. But it just seems to me that it is an absolutely untenable anomaly that you should still be sending out into the school system text books or reference books which contain the most outrageous references to the Indian population. How one sort of sleeps with one's conscience because of it, I don't know.

It is such an easy area to deal with and it is an area whose endurance can't be tolerated. Can I assume that by this time next week an official circular will have gone out? I'll be glad to do the work for the Minister and members of my caucus and our colleagues in the NDP would be glad to help you with it. Isn't it possible to civilize the content around the Indian in Ontario's school system?

**Hon. Mr. Davis:** Mr. Chairman, I can only say to the hon. member we are as anxious as anyone to have this done. We have done a great deal. As I related the other evening, we have suggested to a number of publishers, and I think in fairness to them, the suggestions that have been sent on to the publishers, have been reacted to really very expeditiously. Mr. Walter Curry, who perhaps the hon. member knows is with the department, has been pleading with the curriculum people to go over the material. And there is a great volume of material as the hon. member well knows. I think we are reaching a point where by perhaps the end of this academic year we can very fairly state that there is nothing amiss, as far as circular 14 is concerned, that could be construed as being offensive. If the hon. members find any material that they want to bring to my attention specifically, I wish they would.

**Mr. Lewis:** Let me, by way of amplifying it, do so in one or two instances now, just so that you know what we are speaking of. I won't quote at length, but just out of curiosity I looked at circular 14 under the social studies programmes for, I guess it's elementary schools, Grades 4 to 7. I don't have circular 14 with me, but briefly at random—I assure the Minister as there was no other way to do it I chose three texts. One of them is "Native Tribes of Canada," by Douglas Leechman, published by Gage. Now let me quote to you some of the portions from this book, which is in use in the schools. It is sanctioned on circular 14, officially by the department.

Page 40:

We must not think of these as great battles with thousands or even hundreds of men engaged. They were small scale affairs for the most part, short lived and not many people were killed. The most dreadful part of Indian warfare was the ghastly torture they would sometimes inflict on their prisoners. Some tribes were more ferocious in this way than others. Scalping seems to be a fairly common custom, and in many cases the enemies' head was cut off too. Sometimes the hands were cut off and there were even records of eating the dead man's heart so that his courage might be passed on to his conquerors.

Page 46:

The Algonquins were not good doctors. The medicine man, as we call him, depended more on magic for a cure than on science. In their efforts to heal people, medicine took the form of loud drumming and singing and shaking of rattle. The medicine man claimed that he had spirit helpers and that they kept him in touch with the supernatural world by much prayer and fasting. The borderline between this and religion was very thin as is common among primitive peoples.

Page 48:

It was hard to know where the line lay between work and play. None of the Indians could read or write before the white man came—

a rather interesting observation

—and they did not even know that such things were possible. Some of the Algonquins had got as far towards writing as to draw little pictures on birch bark and attach a definite meaning to them.

Page 49:

Another name for Spirit Manitou is still to be found in such place names as Manitoba and Manitoulin. Another being they all believed in most firmly, the Windigo. A horrible supernatural cannibal who was usually the ghost of some unfortunate person who had been obliged to eat human flesh in order to stay alive. The Windigo is believed to haunt the woods especially in better weather seeking victims so that it might satisfy its endless hunger for human meat.

And the windup to that particular chapter entitled: The Eastern Woodland, is really quite extraordinary.

In our present day, many if not most of these old customs have now disappeared. Every day the Indians are growing to be more and more like white people and to live as we do. They dress in our clothes and eat our food, except in remote places where they see few white people and have little opportunity of buying white man's food and clothes. Many of the Algonquins have married with whites, and now it is often difficult to tell Indians from white men. Some live by farming or act as guides for white hunters and fishermen. Some still make part of their living by handicrafts such as, beadwork and basketmaking, but this seldom brings in enough to support them without other work. In the West around the Great Lakes many of the men still trap in the winter and hunt and fish in the summer. But every year the trapping seems to be less profitable.

And this, the last sentence:

It may not be very long before most of these interesting people become fully absorbed into our white civilization.

Mr. Chairman: Mr. Kennedy.

Mr. Lewis: I won't read the rest from "Native Tribes of Canada." The Minister catches the drift and it is fairly offensive stuff to say the least. There is a book called "They Went Exploring" by R. S. Lambert, published by the Book Society of Canada, 1954 containing paragraphs like:

Columbus ordered the Indians to bring him gold, but in fact, there was very little gold to be found anywhere in the West Indies. When the natives failed to bring enough of this precious metal to satisfy him, Columbus forced them to work for him and his men. The Indians were not strong people. They were not accustomed to work hard. They lost heart, grew sick and died.

There is another book by Tait called "The Upward Trail," put out by Ryerson Press, in which the insinuations about the role of the Indian woman in Indian society are pretty odious.

And as I say, I chose these three books by random. I imagine if one picked another three out of the social studies list, one could find similar content, although I cannot imagine anything quite as unpalatable as "Native Tribes of Canada."

But I really think that, in terms of what this Legislature feels, and what civilized society purportedly feels in the year 1969, it shouldn't be too difficult to do away with



this kind of indefensible slurring of a people. It's just not possible to tolerate it in an official government circular, authorizing the use of textbooks in the elementary schools. I refuse to believe that it is a Herculean task. It seems to me that any person with an ounce of wit and intelligence can go through the offensive material, can get rid of it, can indicate those texts which have some maturity and sensitivity and relevance, modernity, about the role of the Indian in North American society.

You know, Mr. Chairman, one of the really interesting things, and it is so reflective of the whole culture, is that in none of these passages or books is there ever the slightest hint that the white man was capable of barbarism or inhumanity. Or any traits or practices which are unpleasant. I really think that this kind of stuff is just astonishing in view of what has taken place in the House, and our renewed response to these things. It must be done away with, done away with overnight. You can't allow it for another week.

**Mr. Chairman:** Mr. Kennedy.

**Mr. Kennedy:** Mr. Lewis mentioned that that book was part of the social studies course?

**Mr. Lewis:** Yes.

**Mr. Kennedy:** Not a library book? I'm a bit puzzled by that, Mr. Chairman, because the University Women's Club of Port Credit did a study of the course content in elementary schools, with respect to what is taught those classes regarding the Indian way of life. They quoted what each grade is taught and what books were used. It was some couple of years ago now but I don't recall anything as detailed or as gruesome as you mentioned, or they would have certainly brought it up. But what I wanted to ask the Minister, before you had spoken, was: I was very interested in his comments that this has been under study, and some revisions are being undertaken now.

**Hon. Mr. Davis:** Mr. Chairman, just as an example, in the past few months we had a letter from Mr. Chrétien (Federal Minister of Indian Affairs and Northern Development). There are a couple in his letter to me that were not on circular 14 but there have been five really quite recently, where we have made suggestions—I won't name the books, it doesn't matter to the publishers to alter these sections that I think could be considered offensive, and they have reacted really very quickly to them.

The other point that has to be made, and I am not arguing with the member for Scarborough West at all, there are still some—we are in the process of sorting them out—that could be considered to be offensive. But just so that an erroneous impression is not left, there are a number of very good books, I think, on circular 14. We have really gone beyond that and developed, and perhaps the hon. member has had it, the resource material that relates to both the Eskimo and Indian, the multi-media resource list, which really is almost separate and apart from circular 14, which we think is perhaps one of the most comprehensive approaches we have had to this situation, and there is some very good material in this.

**Mr. Lewis:** I was afraid to go through it. Having picked three at random off circular 14, and, tasting blood, I did not want to try the resource list. I was afraid of what I would see in the film, let alone what I read in the books.

**Hon. Mr. Davis:** Well, have a look at it.

**Mr. Lewis:** Yes, well, I will make a point of that. In terms of what the hon. member for Peel South said, I assure you they are there, and one of the interesting things is that a chap that was mentioned by the institute people the other night—I think it was Dr. Garnet McDermott of the department of curriculum at the Ontario institute, is shortly publishing, as I understand it, a book incorporating the authorized Ontario textbook attitude towards the Indian peoples in this province. And it is, as I understand it—and from what I have seen myself—a real revelation. I put it to you that it is unconscionable, and I do not think you disagree that there is not a reason in the world to wait for Mr. Chrétien to write us or to approach us.

**Hon. Mr. Davis:** Well, there were some people who thought some of these materials were on circular 14, and they were not even on.

**Mr. Lewis:** Right, well these, I assure the Minister, were taken from circular 14. That is why I quoted from them. Enough said. I have something else. It may relate to something which falls into this branch, and that is the Americanization of Canadian textbooks and materials, which has a lot to do with the way in which such subjects are interpreted, and about which I will have a word to say later, Mr. Chairman.



**Mr. Chairman:** Before Mr. Root speaks, I would like to commend the department here, under their sub-titles Eskimos and Indians. Apparently many of the Eskimos, I understand, are very self-conscious that they are always referred to in the context of Indians and Eskimos.

**Hon. Mr. Davis:** We did it alphabetically.

**Mr. Chairman:** Oh, it was done alphabetically. Mr. Root.

**Mr. J. Root (Wellington-Dufferin):** Mr. Chairman, I was quite interested in the discussion that has gone on tonight. If we could just go back a little bit on curriculum and the talk about the fact that drugs, alcohol and so on, are prevalent among teenagers. I am just wondering whether more emphasis should not be put on dealing with the people who supply teen-agers with these things. I was always under the impression that it was illegal to sell tobacco to children, or to sell alcohol or to sell drugs. Maybe there is a place in curriculum about the evils of these products. What bothers me is that it is so easy for our young people in the high school age and even younger, to get their hands on these things.

And I want to make one comment about the Indians. I agree with what the hon. member has said about the picture which is portrayed of the Indian, as we see it on television, and perhaps in some of the books. I think we should be fair and realize that many of the things that we take for granted in our own culture were developed by the Indians—corn, potatoes, tobacco, beans, all but the soya bean, were Indian developments. These are some of the main sources of our agricultural economy today as well as many of the fruits, strawberries, gooseberries, if you like, maple syrup. I think the story of the Indian, perhaps what the hon. member referred to is historical. You cannot change history, but I think we should give a fair picture of the contribution the Indian has made and is making to our society, and not portray them as just a people who did things we do not approve of. They did many things that we have adopted and taken for granted and that play a very important part in our society today. I talked with Dr. Reamon, who has done a lot of research in these things. Some of the stories in our history distort the reason why certain Indians took very strong military action. In their own way they had to defend their rights, and I do hope that any revision will show that this

is a great contribution the Indian people have made to our society and our way of life.

**Mr. Chairman:** I think, gentlemen, it was interesting to note that Mr. John Cousins of The Provincial Secretary's Department and I had conversations about the Brock-Tecumseh commemorations this past month. In his research he had discovered that the historians of the Empire Loyalist Anglo-Saxon community of Upper Canada glorified the achievements of General Brock, whilst the Indian community did not have the same historical resources for their historians. As a result Tecumseh and the Indian nation really did not receive the due recognition that should have been forthcoming and this is continued on in our society in Ontario from the early days of Upper Canada.

**Hon. Mr. Davis:** This is interesting, Mr. Chairman. All of these past views are. I have a couple of them here. You see these mentioned in multi-media kit. What happened was that there has been this committee working not only on the problems of education as it relates to the Indian people in the school system but books and programmes to relate to the Indian youngsters themselves so that the children up at Moosonee sort of indicated to the people who developed this text they want something that related to them, instead of the Mary Jane, and so on.

These books have been developed to interest the Cree children at Moosonee, just the basic reader sort of thing. They are kind of interesting. It is the first time texts have been developed specifically for the education of the Indian children. The thing that is interesting is the Indian children themselves helped on some of the thoughts contained in these books.

**Mr. Lewis:** Just by way of going back to an anecdotal thing, Mr. Minister, reflecting on the contents of some of the passages I read. I am reminded of the assumptions that are so often made by historians about the nature of African society before it was liberated by the white man—particularly east and central Africa.

Bill Davidson, the African writer has a serious and fascinating book, I think it is called *Black Mother*, in which he quotes a letter which was sent from the African paramount chief in the kingdom of Songhai—which would now be Ghana—to the Portuguese court in the fifteenth century, in which he makes the point that he—this is from the African chief—very much likes the fact that the Portuguese

are travelling down the west coast of Africa and bringing certain articles to trade. But he does not understand why the white men eat each other under adverse conditions and why they are organized in such a dictatorial fashion.

It was a rather neat commentary on the advanced state of civilization prior to the white man's coming.

Without any question in the world, in my mind you could write textbooks in Ontario to demonstrate the virtues of the extended family system and the beauties of indigenous life which would vastly supersede those structures which the white man has evolved on this continent, and blast it all, I just do not see why it is taking us so long to expunge the unpleasant content.

Interjections by hon. members.

**Mr. Kennedy:** What this university women's study group suggested is keeping this subject more within its proper perspective as the hon. member for Wellington-Dufferin said. Look at some of the contributions they have made. I do not think you can change history if this is what Mr. Lewis intends. You cannot change what occurred. I do not know where you hit a balance which we want to do in these publications and I guess if we are going to talk about man's inhumanity to man among the various races around the world certainly most, if not all, can cast aspersions or throw stones at any other race because in any race you can think of, there has been made a contribution both in savagery, if this is a contribution, and in culture.

Surely this is mentioned in history books so I think perhaps it is getting out of perspective. This is what this study really undertook to correct. The study results were turned over to the Minister. I am glad it is included in the considerations in these revisions.

**Mr. Chairman:** Well, is there anything further under curriculum development?

**Mr. Pitman:** I would like to make a further contribution to this estimate on curriculum development. We have tended to look at curriculum in a rather narrow sense.

I know the Minister is speaking to the Ontario Association Curriculum Development on Saturday—

**Hon. Mr. Davis:** Are you coming up?

**Mr. Pitman:** I was intending to but apparently my duties here are going to take

me well into Friday so therefore I do not think I will be able to make it—

**Hon. Mr. Davis:** Saturday noon. You will be welcome.

Interjection by hon. member.

**Mr. Pitman:** I was going to say I spoke to that group last year and I was hoping the Minister would not neutralize some of my philosophy on that occasion that everything that happens in the school, is a part of the curriculum.

**An hon. member:** So long as he is following you and not preceding you.

**Mr. Pitman:** The point I am trying to make on that is that I think what we really need is curriculum development for parents and students—not in a formal sense of teaching them how to write their own curriculum but in the sense of providing some of the influence into the curriculum into each individual school. I see it—and the member for Scarborough East and I disagree on this—as coming from the advisory committee. I think the Minister is well on his way to recognizing the advantages of having advisory committees which will include both parents and students. I suggest that the curriculum in its wider sense, not in producing the basic information that makes up the curriculum in the schools but in the wider sense of what goes on in the schools is an important aspect because I think the curriculum is really the basic element which is driving generations apart.

I would agree with the member for Port Arthur who spoke a few minutes ago suggesting that parents do not know what is going on in school. They are concerned; they are confused. Whereas you and I could very often approach our parents with our home work and have some kind of a response—certainly my kids cannot get any help from me on new math. I have to get one of the older children to teach one of my younger children what it is all about.

This is rather ego destroying I might say, Mr. Minister, if you think it is rough on—well I tell you that for many parents this is a pretty soul-searing situation. Then children come home with a time-table which looks like a gas bill. It is very hard if you cannot understand your kid's timetable. I am pointing out that these things are matters which relate to the total activity going on in the school. I really do feel that if we—here I will indicate my propensity—I think that the school is changing society. I think, therefore,



we have a responsibility in a democratic system to provide an opportunity for input from the entire community, the entire society. I do not think that we as educators—I do not think the education system—the Minister and his educators—have a right to change the society, to cook the books, to change the kinds of kids, without some kind of wider reference to that community. I believe we should do something about this because I think it is desperately important that curriculum be looked upon in a wider sense—to be looked upon as something that should involve both students and parents.

Before I sit down I want to mention in the area of curriculum—I was wondering just how far we have gone in reacting to what was a pretty devastating document on the teaching of Canadian history. I mentioned this previously when OISE was here but I mention it now in the area of what has the curriculum branch done to develop a better curricula in Canadian history in the province's schools. I am not going to go over this document. I would hope that every member of the committee has read it.

It is a devastating critique on the way in which we teach history in our schools. It dispels any idea that you might have had that Canadian history is taught in an interesting and exciting way—the dullness of it—the way in which it pales into insignificance—even in the most obvious sorts of things. The fact for example—60 per cent of the classes we visited—now this is a Canadian survey and I hope—

Hon. Mr. Davis: I was going to interject this because—

Mr. Pitman: What was done in Ontario? Only part of it was done in Ontario.

Hon. Mr. Davis: Part of it was done in Ontario and well I—

Mr. Pitman: A good part of it was done in Ontario.

Hon. Mr. Davis: But the figures relate to the total and you will find that the situation perhaps is not any more different here than anywhere else.

Mr. Pitman: I would hope so. I just wanted to read one or two items, Mr. Chairman. I will not take up the time of the committee. But 62 per cent of all the classes we visited had no Canadian books of any kind other than the prescribed text books used by each student.

Professor Hodgins and his colleagues went across Canada, visited the classrooms and looked at the examinations being made in history and found that they were pointless. They listened to various discussions that went on and found that these discussions really went nowhere in Canadian history. They talked to teachers and found their own education in Canadian history was most shaky, to say the least, and they went into the area of looking at each classroom. Sixty per cent had no Canadian book other than the textbook. This fact becomes even more of a concern when one considers that more than 30 per cent of the schools in that survey had no library facilities of any kind.

Hon. Mr. Davis: I am sure that would not be true of Ontario schools though—

Mr. Pitman: And those schools with libraries . . . The great majority of Canadian studies classes continued to rely on the authorized text book, and did very little outside reading. All of these Canadian books at these libraries were seldom, if ever, read. He goes on to point out that in school libraries American magazines and newspapers outnumber Canadian ones by almost three to one. Canadian periodicals were old standbys, such as *Maclean's*, *Chatelaine* and the *Canadian Geographic*. There were a number of free hand-outs from government or industry. Almost without exception, the American magazines were the ones with the high price tag—usually *Time*, *Life*, *Look*, *Sports Illustrated* being the most popular.

Hon. Mr. Davis: Are you saying *Sports Illustrated* is sort of that nationalistic in character. We cannot read that, well—

Mr. Pitman: There, well—

Hon. Mr. Davis: There is nothing comparable that I know published here, is there?

Interjections by hon. members.

Mr. Pitman: No, I do not think there is, but I must say that I twinge when I think of our young people learning about the world through *Time* and *Newsweek*. That really hurts. It is like a punch in the stomach to someone who considers himself a Canadian and is concerned about Canadian history. I think this is very, very serious, and something which we in Canada had better do something about.

Now, the availability of historical maps: only 10 per cent of the classrooms—and these were classrooms in which Canadian history



was being taught—contained Canadian historical maps and many of these were in a dilapidated condition. Sixty per cent hadn't any set of maps for the entire department. I admit it goes on to point out that in most cases—well, he goes on about American history. It was very infrequent that they found the use of Canadian materials on bulletin boards. A failure to make use of the paper back revolution. This is a problem in Canadian history again. Paper-backs are certainly not as available as they are in American history and other historical areas. I do say to the Minister that this is a very important document. I think I am not going to go any further with it, but certainly the curriculum and development branch should be making some kind of reaction to this. Part of the problem is that the teaching of Canadian history is too early in Grades 7 and 8.

**Hon. Mr. Davis:** That is only part of the problem. I speak now as a layman, but I think there is a very real problem that some of the history teachers take a pretty sophisticated point of view relevant to Canadian history. In other words, they feel it is important but not as important as some other areas of history over the past many hundreds of years—

**Mr. Pitman:** You mean that Canadian history is not as important—

**Hon. Mr. Davis:** I am saying that some teachers are not as enthusiastic, let me put it that way, as—

**Mr. Pitman:** Which, of course, says something about our university history. It says something about a great many things, it says—

**Hon. Mr. Davis:** Of course it says something about this. You cannot confine it to the teaching of Canadian history. It says something about the communications media. It says something about all of us, that we have all been somewhat reluctant to become involved in the study of our history, our heritage and culture. What is interesting in this province is that about 84 per cent of the books on circular 14 are now Canadian books. This is about 20 per cent higher than in any other Canadian province and—

**Mr. T. Reid:** Somebody said it was 77 per cent—

**Hon. Mr. Davis:** I guess we are making progress—

Interjections by hon. members.

**Hon. Mr. Davis:** By Wednesday? No. No change between now and Wednesday because once again one of the great traditions of this province is that we have a holiday tomorrow.

Interjections by hon. members.

**Mr. Pitman:** Is the Minister intending to do something about the teaching of Canadian history?

**Hon. Mr. Davis:** Yes, we in the province—well, I do not want to take any credit whatsoever, but if the hon. member goes back into *Hansard* some four years ago, Mr. Hodgins received a certain amount of encouragement from the department. I think we have created a little greater interest in Canadian history in the department itself. In the curriculum branch they are pursuing this very actively, but Mr. Hodgins and his group are doing it in a national sense which I think is very relevant. They are trying to involve the private secretary in their discussions in the development of the foundation, which we also support. As I related when we first started, the council itself is taking a very real interest in this approach.

**Mr. Pitman:** Then Ontario is doing something about the teaching of Canadian history in the high schools and public schools?

**Hon. Mr. Davis:** All I am waiting for is a general interest in it. The school system can do so much, but I—well, watch your television. I maybe should not say this, but it it pretty hard to fight against Channels 2, 4, 7, NBC, CBS and George Washington's birthday, Abe Lincoln's birthday and—

**Mr. Pitman:** That's what I said. Education is supposed to compensate—

**Hon. Mr. Davis:** It does indeed, so we are in the process—

**Mr. Chairman:** Just before we adjourn. The hon. member for Wellington-Dufferin wants to speak.

**Mr. Root:** I just want to make one comment. The thing that I am concerned about in our history is that it is geared around the battles that were fought and the treaties that were signed, and not around the contributions made by many peoples. I mentioned the Indian culture. I think of the Pennsylvania Dutch or German culture. They came in by the thousands. They were the first settlers in 10 or 12 counties in Ontario. I think

of the Greeks, Polish, the Ukrainians and the people from many countries who have made a great contribution to our culture. Because we have built our history around the battles that were fought and the treaties that were signed, we get an idea that we are a bi-cultural country when actually we are a multi-cultural country.

**Mr. Chairman:** I move the committee stands adjourned until 3.30 p.m. on Wednesday afternoon. The first item of business will be curriculum development.

Motion agreed to.

The committee adjourned at 10.35 o'clock, p.m.







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# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Wednesday, November 12, 1969

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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**CONTENTS**

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**Wednesday, November 12, 1969**

Curriculum development, continued .....	S-279
Educational television .....	S-295
Motion to adjourn, Mr. Chairman, agreed to .....	S-307



# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

WEDNESDAY, NOVEMBER 12, 1969

### ON THE ESTIMATES—DEPARTMENT OF EDUCATION (continued)

The committee met at 4 p.m. in committee room one.

**Mr. Chairman:** The meeting will come to order. Mr. Lewis I understand that you wish to say something regarding curriculum developments. I think we should get on to ETV.

**Mr. S. Lewis (Scarborough West):** Just a moment Mr. Chairman. I do have some small thing on that item. But I have something that I could very productively do for the next five minutes in a concentrated way and I think there is another member of the committee who wants to talk.

**Mr. Chairman:** All right. Mr. Ben, I recognize you.

**Mr. G. Ben (Humber):** Thanks very much. Yes, Mr. Chairman, I want to comment on why the revision of the health curriculum to cover in proper fashion the hazards of drug abuse is of the utmost urgency.

The Minister (Mr. Davis) has said that nobody has the answers. But this is not stopping advertising agencies sponsored by tobacco companies from lending sophisticated support to the campaign to legalize marijuana. There is no doubt in my mind that this campaign and the polished lobby we now witness have passed far beyond the amateur and unorganized stages, to what I consider a deliberate, corporate attempt to cut losses of falling tobacco sales by diversifying it to marijuana production as soon as this can be made legal. Excuse me. That is for distribution to the press page boy. You can have it but—

If you show that this concern is real, I want to quote from *Business Week*, issue date September 6, 1969, page 28. The article entitled "Will Cigarettes Take to Pot?" I would like to read a major portion of this article because it underlines the time-table

that has apparently been set in the United States for the legalization of marijuana.

Cigarette makers now suffering through their second consecutive year of falling sales may take a closer look at something they once swore they never would resort to in order to hike their sales—marijuana. Although the sale of pot is illegal, Dr. Roger O. Ekberg an assistant secretary of the Health, Education and Welfare Department, renewed his plea this week to ease the penalties that apply to the use of the drug. Speaking informally in New York, Ekberg said he does not believe that the use of marijuana is a step towards addiction to stronger drugs. He favours classifying what the hippie community calls "grass" along with such habit-forming but not addictive items as cigarettes, alcohol and coffee rather than with such other drugs as heroin, LSD and barbiturates. Should the use of grass eventually become legal, cigarette sales could well be rejuvenated, at least judging by reactions *Business Week* reporters got from hippie haunts and college campuses. "If marijuana cigarettes were legal," says a bushy-haired Pittsburgh youth in bell-bottom jeans, "the lines at the cigarette counter would be like the lines at the opening of *Midnight Cowboy*." What is more, according to the underworld grapevine, the major cigarette companies are just waiting for the day pot is legalized so that they can start producing grass-like smokes.

Again I am quoting:

I know for a fact big companies are experimenting and have brand names already decided, declares Gene Guerra, editor of the *Great Speckled Bird*, Atlanta's underground newspaper. Adds David Drake, a bearded 1969 University of Wisconsin graduate in fine arts: "I have heard that the name Acapulco Gold and Tijuana Gold have already been copyrighted." And a miniskirted New York city flower child avows that "one of the leading cigarette companies—I think it is American—has

bought large plots of land in Louisiana, Mexico and Central America specifically for growing pot." Such rumors have been growing for the past year or so.

Despite repeated denials, however, the rumours flourish, and not just in the underground press alone. Last year, the *New York Knickerbocker*, a local tabloid, ran an article stating that American Tobacco Co. had registered the names Acapulco Gold and Morocco Red just in case marijuana becomes legalized.

Behind such rumors is the incontestable fact that more and more Americans are turning on with marijuana. The National Institute of Mental Health estimates "conservatively" that as many as 40 per cent of all high school and college students have tried the drug. Experts estimate that upwards of \$100 million worth of grass is sold each year and that several hundred thousand Americans—some put this number in the millions—turn on with marijuana regularly, including a surprising number of respectable citizens. A Los Angeles-based woman executive in her mid-30s reports that she has been smoking pot for 12 years and knows no one under 30 years who has not smoked it on occasion.

Legalized pot could well broaden their (the cigarette manufacturers') market, especially if the beliefs of some medical researchers that marijuana is relatively harmless prove true. James L. Goddard, former head of the Food and Drug Administration, has stated that he doubts whether marijuana is more dangerous than alcohol—

**Mr. W. Pitman** (Peterborough): I just want to clarify this thing. Is this on curriculum?

**Mr. Chairman:** We have not closed it off.

**Mr. Pitman:** I just wondered if the member might indicate where this fits into the curriculum development?

**Mr. Ben:** I was just going to say why there should be a change in the curriculum, if my friend will just be patient.

**Mr. Pitman:** Fine, fine, I am very patient, but I am rather confused.

**Mr. Ben:** Well, as I quoted:

... James L. Goddard doubts whether marijuana is more dangerous than alcohol although he does not condone its use. And last year, researchers at the Boston University Medical Centre conducted one of

the first scientifically controlled clinical studies of the effects of smoking pot. Their conclusions: Grass is probably nothing more than a mild intoxicant, less harmful than either tobacco or alcohol.

Marijuana users feel that other studies now under way will confirm these conclusions and that it is only a matter of time before smoking the stuff is legalized.

A Boston attorney, Joseph S. Oteri, who has taken a marijuana case to the Supreme Court, believes that such a change in the law might take place by 1976. "By then, 50 per cent of the voters will be under 35 and a young candidate might be available" who presumably would be more sympathetic to pot smokers' pleas for legislation.

If the day comes, Oteri says marijuana should be handled as liquor is with a tax, a minimum-age requirement, and some restrictions on strength. Violators of the laws would be treated in the same manner as those who violate liquor laws. They would get a fine but not a narcotics violation. "When laws are set up they should focus on the abuser, as do liquor laws, not on the user," says Oteri.

The recent hearings of the Federal Drug Commission in Yorkville in Montreal and Vancouver coffee houses, show that a similar, sophisticated attempt to lobby us as legislators is underway here in Canada, backed by a good deal of money. I am convinced in my own mind that many of the witnesses are on a hidden retainer, either from agencies or from the tobacco industry directly. Of course, in the nature of such deals, legal proof is impossible, but after many years in public light, the experienced legislator smells a rat a mile away.

I do not want to repeat what was said on Monday evening by my colleague from Scarborough East, who as our official education critic, has documented the failure of the Minister to respond to the urgings of the committee on youth in regard to drug education. He has had four years' warning from this committee, and I myself gave two years' warning prior to that. So there is no excuse for the health curriculum in use today and recently revised to still say nothing about marijuana and the harder drugs, particularly speed.

There were hints on Monday that the tobacco lobby has caused the late member for Middlesex South, Mr. Neil Olde, to vote against the anti-smoking recommendations in the report of the Committee on Youth. Whatever the cause, the record shows he did vote



that way. That is history now, and we do not want to dwell on that. But we must avoid a repetition of such a possibility where pressure might be brought to bear on legislators from the Ontario tobacco industry to go easy on marijuana. The figure for U.S. marijuana consumption, in a legal market—

**An hon. member:** You voted against the tax increase in tobacco.

**Mr. Ben:** Beg your pardon?

**An hon. member:** You voted against the tax increase on tobacco.

Interjections by hon. members.

**Mr. Chairman:** Mr. Ben, in all due fairness out of respect to the name of the former hon. member for Middlesex South, I think it is rather unfair to make such insinuations, unless they can be documented.

**An hon. member:** What do you mean by the hints on Monday, that the tobacco lobby had caused the late hon. member for Middlesex South. . . . Can you be more specific? I think if the late member for Middlesex South were here—

Interjections by hon. members.

**An hon. member:** I think, Mr. Chairman, in all fairness, it is an extremely unsavoury matter to be brought before this committee and I would ask the Chairman to make a ruling on that particular point.

**Mr. Chairman:** I ask the hon. member for Humber to explain further or withdraw his comments.

Interjection by an hon. member.

**Mr. Chairman:** It was in your text, Mr. Ben. It is in *Hansard* now. Out of respect to a former colleague of this Legislature whom I considered a personal friend—

Interjection by an hon. member.

**Mr. Chairman:** His name was never mentioned here to my knowledge—on Monday. It was never brought up in this committee.

**Mr. Ben:** I should not mention names, I apologize, it is not parliamentary and I . . . You are quite right, I should not have mentioned names.

**Mr. Chairman:** Mr. Lewis, on a point of order—

**Mr. Lewis:** In what context was the reference made?

**Mr. Chairman:** It was mentioned by the previous speaker that there were hints on Monday that the tobacco lobby had caused the late member for Middlesex South to vote against the anti-smoking recommendation of the Committee on Youth. I cannot recall that being mentioned here.

**Mr. Ben:** Excuse me, are you suggesting that I am implying that he voted against the tobacco tax because he was in favour of marijuana?

**Mr. Chairman:** No, no, just the anti-smoking insinuation here.

**Mr. Ben:** I am not going to withdraw the fact that the tobacco lobby may have influenced him. I do not know whether it did or not. The tobacco lobby tried to influence a lot of people.

Interjections by hon. members.

**Hon. W. G. Davis (Minister of Education):** Mr. Chairman, I sense that the hon. member for Humber has intimated that the hon. member for Middlesex South, who was not mentioned here in our discussions and should not have been mentioned in his statement to the press and to this committee, voted in the Committee on Youth against their tobacco recommendations because of the pressures of the tobacco lobby. I think, Mr. Chairman, that this is grossly unfair. There is just no way to relate this to the facts. I would suggest that in respect to the deceased member and to all of us that the member for Humber would delete all of such references from his material. I do not think this is fair whatsoever. This is a personal point of view—

**Mr. Lewis:** On a point of order. Not only is it grossly unfair, but borders almost on the supernatural since the hon. member for Middlesex South never was a member of the Select Committee on Youth.

Interjections by hon. members.

**Mr. Chairman:** The Chair would appreciate it if the hon. member for Humber would perhaps withdraw his statement.

**Mr. Ben:** I should not have mentioned the member by name, and I withdraw his name.

**Mr. Chairman:** Has this been deleted? Thank you.

**Mr. Ben:** —but we must avoid repetition of such a possibility that pressure might be



brought to bear on legislators from the Ontario tobacco industry to go easy on marijuana. The figure for the United States marijuana consumption and illegal market quoted by an executive of a tobacco company to *Business Week* is \$200 million annually. In Canada we can assume a market of \$20 million a year for legalized marijuana, so the stakes are high. Let us not fall into the trap of playing along with the organized marijuana lobby by soft-peddalling this in our published curricula at all appropriate levels from grade 7 onwards.

In a debate as to whether the Minister should give curriculum leadership and whether he should encourage local initiative and diversity, there can surely be no question that combating the drug menace demands leadership of the highest order from this Minister. To shilly-shally, to fail to offer leadership because, as he says, all the facts are not in, is to deny Ministerial responsibility.

**Hon. Mr. Davis:** Mr. Chairman, I must interrupt again: I never made any statement that the delay was because the facts were not all in. This is just not factually correct—just to put in on the record.

**Mr. Ben:** But you used the phrase “All the facts are not in.”

**Hon. Mr. Davis:** No, no. You are suggesting that we are not responding, or denying responsibility—which we are not denying as a matter of fact—because “all the facts are not in.” This is neither factual in its intent or impact and—

**Mr. Ben:** I disagree with the hon. Minister.

Interjections by hon. members.

**Mr. Ben:** My position is that, in fact, the Minister has in fact been shilly-shallying—

**Hon. Mr. Davis:** He certainly has not.

**Mr. Ben:**—and that he has used the expression “all the facts are not in.” Whether the excuse is meritorious or not, the fact is that he has been shilly-shallying. All the Minister is doing is admitting that he has no valid excuse for not taking the proper action. It is about time he admitted it. I am grateful that he did—when put on the spot—admit that he has no logical or valid reason to shilly-shally in not giving Ministerial guidance and certainly—

**Hon. Mr. Davis:** Mr. Chairman, it is very regrettable that the hon. member who comes in here to participate today—and I am de-

lighted that he is here. I assume he will stay for the balance of our discussion.

**Mr. Ben:** You’ve got the floor. You’ve got the floor.

**Hon. Mr. Davis:** Mr. Chairman, may I have the floor on a point of personal privilege?

**Mr. Chairman:** Yes.

**An hon. member:** He does not want to sit down.

**Hon. Mr. Davis:** I think it is very important.

**Mr. Ben:** I refuse to yield unless you rise on a point of order.

**Hon. Mr. Davis:** All right then. On a point of privilege. You have said in your statement certain things that I am saying are factually not correct. I think that gives me a point of personal privilege, as I understand it has been interpreted by the hon. member for Humber in the House from time to time. I only endeavour to say that the hon. member is coming in here to make statements like this—and I am delighted he is here, because we are all concerned about the drug problem. The member for Ontario South had some very strong reference to make on this subject a couple of days ago—

**Mr. Ben:** What are you trying to . . . You are abusing the privileges—

**Hon. Mr. Davis:** But to try to suggest—we are trying to set a—

**Mr. Ben:**—when you say you are rising on a point of—

**Mr. Chairman:** Allow me to say something. The meetings of this committee have now been well on to almost a week, and we have conducted them in a very orderly and a rather informal basis. We have tried to establish a dialogue between the private members and the Minister and also the senior civil service members who are in attendance. We have tried to keep it on that level of a dialogue back and forth, and I think the contributions by the members and the Minister and the civil servants have been very profitable and worthwhile—

**Mr. Lewis:** And have managed to neutralize the committee. One should also mention—

Interjections by hon. members.

**Mr. Ben:**—let teachers have licences to show marijuana, speed and LSD to their

classes so that the drugs will at least be recognized for what they are by the unwary. The chicken game is in full swing today. We have heard that too many innocents have been conned into taking a first puff, or a first tablet or capsule or needle in the locker rooms or the laboratories, and that tragedy follows inexperienced use, rather than coming home to roost with the experienced user. The innocent, as always, are the victims. We must demand that this situation be ended right now, and we have seriously to consider our position in the whole House when this committee reports back, unless a firm recommendation is built into the committee's report that the Minister should be ordered to proceed with all speed to issue a new health curriculum for all grades, to mount an immediate series of educational television programmes for pupils, teachers and parents; to send out supplementary material at once, and, I suggest since this problem is particularly acute in the Metropolitan area—he should give the Metropolitan Educational Television Association \$50,000 to make six key programmes on videotape, and perhaps also on the new CBS video cartridges. I think that Metro can probably move faster than the department in this regard, and I think that this money should be forthcoming on ETV programmes, since it is obviously more urgent than some of the other things on the ETV schedule.

Mr. Chairman, I suggest we get right down to it now, and not delay for another month before these materials, even in rough form, are in every classroom in Ontario.

Mr. Chairman: Mr. Davis.

Hon. Mr. Davis: Mr. Chairman, I do not want to go over the ground that we covered two days ago relative to this problem. I would only state what was stated on that occasion for the benefit of the hon. member for Humber, and as I say, I hope he will join us for the balance of the discussions of the estimates of the department, because there are a number of other issues in which I am sure he is very interested. I would say to the hon. member for Humber, it is interesting to see the suggestions here that perhaps licences be procured for teachers. I ask the hon. member, and I am asking it very constructively, do you think by demonstrating or showing to a group of students what marijuana looks like, that this is going to have an impact? I do not know whether they are interested or disinterested. It is the same way with some of the chemical drugs, be-

cause, as I understand them, they are not easily identifiable. They can be put into different forms. I am not sure how relevant it is.

As far as we are concerned in the department, and I have made this abundantly clear, not only are we concerned, we are in the process of doing something we hope that will be usefully constructive. I am not in any way suggesting that the department has not a responsibility. I say, Mr. Chairman, that it is one of the most complicated issues with which we have to deal. The question of what material is made available to the school system, where you obtain this material, and so on, is just not that easily resolved. There are certain pamphlets available—we have had this with respect to tobacco and alcohol—but I say with respect once again, it will take something even more than this to bring this problem not only to the attention of the parents and the students, but to find some reasonable solution.

I raised the point—the hon. member for Scarborough West, I think, commented on this—that there is a great deal of research, and I think it is relevant. I do not have the answers as to why the students find it necessary to experiment or to opt in favour of some form of drug or marijuana. I do not have the answers to this, and I say with respect, the answers that perhaps are emerging from some sources are not clearly definitive at this stage either. All I can say, once again, Mr. Chairman, is that we recognize the seriousness of it, but for the hon. member for Humber to think that just by some Ministerial directive, this problem will go away . . . I have to be very frank and say we will do all we can, but it may not totally solve the problem.

Mr. Ben: Mr. Chairman, as the Minister has asked some questions, I will be very pleased to answer them. The Minister says he has no answers to these problems—

Mr. Chairman: Mr. Ben, we have a technical problem here with the microphone system.

Mr. Ben: I am sorry. The Minister says he has no answers, and I dare say that none of us has all the answers. But as legislators we are never expected to have all the answers. We have to face the issue squarely and utilize the answers that we happen to have available. Every day new answers materialize to old problems. The fact remains that there are some answers to some of the problems. We have some facts at the present



time which we could utilize as tools to remedy the situation. The Minister asks me what possible advantage would it be if we had these drugs available. I would point out to the Minister, for example, that gasoline is a colourless liquid, but gasoline is now coloured so that it can be recognized as a volatile and a dangerous substance. I would remind the Minister that natural gas, which we use for cooking and heating, has no odour. Now odour is injected into this—

**Hon. Mr. Davis:** I just do not see the analogy here—

**Mr. Ben:** All right. We could teach children—many children are induced to take—

**Hon. Mr. Davis:** —on the basis they do not know what it is?

**Mr. Ben:** —because it is just offered to them as a cigarette. Marijuana does have odour. It is an odour that is discernible from others just as natural gas is now recognized by an odour which is injected into it. Perhaps if children were familiar with the odour or fragrance or smell of marijuana, they might not be induced to take it. Pills come in different colours and many of them have colours that are recognized by the doctors as to their contents. It is true that an illegal manufacturer could put out any kind of pill that he wants but this is not where most of the speeds come from. They come from the normal market.

Two years ago, when I made a speech here, Mr. Minister, I looked into it and I want to tell this committee now—and you can check what I turned over to the RCMP and our city police. It was a list of what they admitted was the most up-to-date list of users and pushers in the Yorkville area. I was also able to turn over to them a pharmacopoeia and blank forms where they were ordering these drugs from. There were also prescriptions from a doctor. They were forging them.

Most, if not all of the pills—speed they were called then, I think they are now—came from recognized drug houses. They were commercially manufactured. If we can show children what these things look like, they can recognize what pills not to take without a doctor's prescription. Naturally the medical people tell us you are not supposed to take any kind of medication unless it is specifically prescribed for you and perhaps if we followed that reasoning we would never get into trouble.

For us to say that we do not have all of the answers and therefore we should not utilise any of the material at hand is just resignation—

**Hon. Mr. Davis:** Mr. Chairman, I did not say we should not use any of the material at hand. I asked the hon. member if he thought about it really, as to how much effect it would have to take a group of students and show them what marijuana is and the other chemical drugs. All I am saying is this. Will this, in fact, have some impact. Will this in any way discourage its use. You know there were days—I am sure you can recall them in the schools—when we attended the informal classes related to alcohol. I think there were some schools where they brought a worm in the classroom and put it in a glass of alcohol—

**Mr. J. E. Bullbrook (Sarnia):** Do not tell that joke.

**Hon. Mr. Davis:** I am not going to tell. It is not a joke, it is actually true. They would put a worm in the alcohol and show—

Interjection by an hon. member.

**Hon. Mr. Davis:** No, no, it does not prove two things at all. It proves that it had a very real effect on the worm. Now the point is, the same way—

Interjection by an hon. member.

**Hon. Mr. Davis:** I was far too young. In the same way I mentioned, Mr. Chairman, to the members here with respect to tobacco there have been some very excellent films at the schools showing the real impact of tobacco relative to lung cancer. Some films I think the hon. members would find a shade upsetting, at least from the viewers' standpoint. What is the impact of this on children? Is this in fact an effective way of dealing with the problem?

**Mr. Ben:** Ask me. I will answer your question. One of my children came and asked me to stop smoking and I promised to stop smoking. First of all he asked me to stop smoking and I said I would and then he asked me if I would promise to stop smoking and I said I would. By the way he came to me after he saw this film in school.

**Hon. Mr. Davis:** Would you tell some of your colleagues that these films are there? The one from Scarborough East?



**Mr. Ben:** And they asked me if I would stop smoking and I said I would—

**Hon. Mr. Davis:** It was kind of effective was it not?

**Mr. Ben:** He then said, then well, Dad, you have promised you are going to give up smoking, we can throw away all of your cigarettes. The answer actually had to be yes. They threw away Cuban cigars, packages of cigarettes, three \$35 pipes and I do not know how many cigarette lighters. I have not smoked since.

**Mr. Chairman,** the Minister asked another question about how you could demonstrate this. Most of us who were in the air force may recall that they demonstrated to us the effect of lack of oxygen by putting us into a decompression chamber and then one person would volunteer—volunteers were volunteers in those days. After we had attained what was the equivalent of an altitude of 25,000 feet, he would remove his oxygen mask and we would see the effect that lack of oxygen had on him until he passed out and was given oxygen again.

The effects of marijuana and these drugs are not dissimilar to the effects of lack of oxygen. The users become giddy and act asinine and ridiculous like they do from lack of oxygen. Perhaps, Mr. Minister, if we were to show on film what the effect was of using marijuana it might have a very, very, strong impact because children do not want to look silly at any time whether it is under the influence of drugs or not. I think if they were to see how ridiculous people act when they are under the influence of this—how they lose their sense of propriety and the like—I think it would have a very shocking impact on—

**An hon. member:** Speed kills.

**Mr. Ben:** Yes, speed kills.

**Hon. Mr. Davis:** Mr. Chairman, just to interject—I could have a long discussion on the latter point, whether you could show students really the negative impact of marijuana. I am not familiar with it so I could not comment. I do know that certain films have been produced for the commercial market which apparently seem to be shown rather widely, where I gather, some reference is made to marijuana where it is shown on film and I gather not always in a, shall we say, a negative way.

It has been the same way with alcohol. One could argue, Mr. Chairman, that one could point out the negative aspects of

alcohol in this way and yet let us be very frank about it. If one resorts to some films and material that one sees on television and elsewhere on a rather consistent basis it does not always point out the negative aspect. There is some attempt to point out the other side of it also. I am not saying there is another side to the use of drugs. I am not familiar with it, but just to add a little constructive note, the ETV branch of the department—I do not know whether you can call it pre-production—has set aside funds for the production of material relevant to this problem for distribution to the school system.

**Mr. Ben:** Mr. Minister, I might point out that the CBC was taken to task for having shown films of the effect of LSD so they already have some films available.

**Mr. Chairman:** Any further comments under this section?

**Mr. B. Newman (Windsor-Walkerville):** I do not want to talk on the drug aspect that my colleague has mentioned other than to make a few remarks. I can recall being in a classroom about three years ago and attempting to get information from various departments of the government concerning the sniffing of solvents. It was like running up against a stone wall. I tried The Department of Education—could not get anything there. I tried The Department of Health and likewise they did not have anything. To me it showed a lack of concern or a disinterest in keeping in tune with the times—knowing that this is going on in a community and no branch of government was prepared to come along and provide to those in education some information, so that they could relay this to the students in the schools. I myself am quite leery as to—I should not say leery—but I am not firmly convinced that by demonstrating by film or otherwise you may not have harmful effects at times from some of this.

**Hon. Mr. Davis:** But that is not what your colleague from Humber is saying.

**Mr. B. Newman:** I said I am not sure now. I did not say I was not—

**Hon. Mr. Davis:** This is the great thing about being Minister of this department—one gets such unanimity on so many—

**Mr. B. Newman:** I do know, Mr. Chairman, that if you turn around and tell a youngster in a school or you are talking to a classroom of youngsters and tell them, "Do

not put any chalk marks on the wall," the first thing they are going to do when they have a chance and no one is watching is put a chalk mark on the walls. I am afraid with some of this there may be this tendency—there is the reaction or the backlash—as a result of the dispersal of information. But this information should be available in the schools where it is needed and likewise where it is wanted. We did not find it available several years ago when I personally wanted to use some of it. At that time glue-sniffing happened to be the popular source of the teenager in the schools getting some type of sensation.

However, I want to turn to the real aspect and this is curriculum development and simply point out to the Minister through you, Mr. Chairman, what the students think of the curriculum. It is all right for us to come along—either educators or legislators—and make comments. But when you ask the student he has a completely different attitude and opinion concerning the curriculum in the schools.

This is a young lady by the name of Norma Chou who is the valedictorian in one of the commencement exercises at Riverside High School. It was last Friday because these comments were carried in the press on November 10. I am only going to read one or two sentences, not the whole article.

Norma Chou commenting to 302 graduates and their parents at Riverside High School convocation, says: "I do not think a high school education is adequate for going out into the world, or even going on to higher education. You do not know much practical stuff, you do all the related things that are not much use.

These are direct quotes from her comments to students and parents in a school. I think we, in the setting up of our curriculum, do not take the student into consideration enough. We should be asking them for some type of guidance or some type of assistance in forming curricula. She even makes mention that there should be staff-student representation in adopting some of these. I bring these to your attention, Mr. Chairman, just so that we could take into consideration that the youngster, the one that we are attempting to educate, should have some say as to the type of education we are trying to prepare for them.

**Hon. Mr. Davis:** Mr. Chairman, I just asked the hon. member for Windsor-Walkerville a question—

**Mr. Chairman:** Yes, Mr. Ben.

**Mr. Ben:** Mr. Chairman, in reference to my comments concerning the late hon. member for Middlesex South. I must apologize, because it was not Mr. Olde, but it was the hon. member for Elgin (Mr. R. K. McNeil) who was the dissenting vote at that time. I want to apologize to any relatives of Mr. Olde who may have been offended by the remarks that I made.

**Hon. Mr. Davis:** Can I answer?

**Mr. Chairman:** Yes.

**Hon. Mr. Davis:** I just wished to ask the hon. member for Windsor-Walkerville a question when my train of thought was interrupted, which means it could not have been that important. It was the question of determination of curriculum and the involvement of students. Firstly, Mr. Chairman, I think it must be pointed out that to totally involve two million students is not in itself perhaps a practical reality. The second point, I think, has to be made—you go into the early grade levels, and even on up into the high schools—students, I think, can be helpful, but to what extent can they fully understand the implications of curriculum? I think that this is something else that has to be asked from time to time.

The students raise this with me with some regularity. I use the rather facetious story of reference—some people, you know, say you should start with kindergarten or Grade One. I use the facetious reference of my own daughter, if she were asked to determine her curriculum in Grade One, it would be, recess five or six times a day, ice cream break another two or three times a day, and so on. Now this is an exaggeration—

**Mr. T. Reid (Scarborough East):** No one said "determined." We said "participated".

**Hon. Mr. Davis:** Participation, of course, I would say to the member for Scarborough East, is very difficult to determine. I do not believe in token participation. If you are going to have it, you have to have it in a meaningful sense. This means, I think, some real involvement in the decision-making process. I do not believe in giving students participation if it is just being done to involve them, and you are not going to pay any attention to them. I think there is a great distinction. The other point that should be made is that some of your colleagues over the past few years have indicated to me about the educational system in a general



sense quite the opposite from what this young lady has said and I am familiar with some of her remarks, made last Friday evening at Riverside—and that is that there was a danger of the educational system becoming too particular or too practical, that there was a growing emphasis, and I think the hon. member for Windsor-Walkerville has made this point to me in our discussions relative to the community colleges. We have to make sure that it is a broad education, that we are dealing more in the humanities.

I think if he checks his own contributions in *Hansard* over the last four of five years he will find this particularly in the discussions on the community college programme. I tend to agree. I think it does have to be general. I think it also says something for the educational system where a young lady like this can be as perceptive and make this kind of contribution. It means that she has not really suffered that much from the system herself. I was at a commencement party that night myself, where a young lady got up and said, really, what a pretty good system it was, and this received some enthusiastic response, believe it or not, from her fellow classmates. Now that happened to be in the town of Brampton, I recognize that, Mr. Chairman—

Interjections by hon. members.

**Mr. B. Newman:** Mr. Chairman, I am very interested to hear the Minister make mention of the fact that there are students that have said how wonderful the curriculum was and so forth—

**Hon. Mr. Davis:** No, no, they did not talk about the curriculum, but the school system.

**Mr. B. Newman:** What are you expecting them to say to a teacher or to you as Minister of Education? But it took an awful lot of nerve on the part of this lady to be critical—

**Hon. Mr. Davis:** Not at all. Listen, there are more than 500 commencements every year in this province, I do not know what goes on at all of them, but I get press reports of a number. This is not the first person to take exception to the type of education—

**Mr. B. Newman:** But it is a real minority.

**Hon. Mr. Davis:** Oh, I do not know, I think that it is increasingly becoming the thing to do. Listen, a couple of people tore up their diplomas the other day, you know, and this has happened before.

**Mr. B. Newman:** But this is only because you had your name on it though.

**Hon. Mr. Davis:** No, they had their principal's name, I think.

**Mr. Chairman:** Mr. Martel.

**Mr. E. W. Martel (Sudbury East):** Mr. Chairman, I want to get involved in course changes. However, I want to include how we go about implementing the changes, and at the same time, with the committee's indulgence, I would like to draw in the teachers' college—I realize that it comes in on a later vote, Mr. Chairman, but this is a later portion, and if you are going in order, this would change the order. I do not see how we can talk about curriculum development and leave the teachers' colleges outside of it. I do not think we can separate the two that nicely. I just think it is impossible.

**Mr. Chairman:** They are separated on the estimates, Mr. Martel.

**Mr. Martel:** I still do not think it is possible to discuss how course changes that are being brought about can be implemented without including the teachers' colleges. I would ask for consent to deal with it in that manner.

**Mr. Chairman:** I think, Mr. Martel, I would rather have your comments under the teachers' college estimates, if we ever reach them.

**Mr. A. Meen (York East):** Mr. Chairman, I do not think the hon. member would be out of order if he chose to discuss this matter of curriculum when we got to teachers' college. If he brings it in on that basis, I do not think he would be ruled out of order if he wanted to get back into some area of curriculum on the question of teachers' college.

**Mr. Chairman:** Is that all right with you, Mr. Martel? Thank you.

**Mr. Martel:** First of all, I listened to the hon. member for Windsor-Walkerville (Mr. B. Newman) talk about students being involved in course changes. It seems to me that there is something lacking in Ontario in course changes and the fact that teachers have not led the field in educational changes. It seems to me that teachers are usually the last ones to get their licks in, and in many instances they do not even at that point. I recall the introduction of new mathematics, where this was just handed on to the teachers. You



were told after a couple of in-service training periods—if you managed to get to them—that we would implement this change next year. The teachers were not involved in the course change. They were not prepared to make the change, and for several years in our school system the students took a real beating.

**Hon. Mr. Davis:** Mr. Chairman, not to interrupt, but—Yes, to interrupt. Just to set the facts straight. The curriculum committees plan most of the changes in curriculum at this moment and the majority of people on those committees are representative members of the profession. They are from the profession. It is interesting, too—I did not have a chance to relate this to the member for Windsor-Walkerville—that two or three committees now have been structured so that they have students coming in to discuss with the committee the various aspects of curriculum. This is the first time this has been done. We have been doing it now for about a year and they are very helpful. You will be interested in the one course in particular—the physical education programme—they have been discussing with the committee. But just so that the member for Sudbury will not be—

**Mr. Martel:** It is straightened out?

**Hon. Mr. Davis:** Just let it be known that the representation is there from the teaching profession. You cannot get all 70,000 teachers in one room to help solve this problem.

**Mr. Martel:** Right, I agree, Mr. Minister. However, I do not agree with the Minister that the teachers feel that they are even included in these. These might be nice little discussions that go on somewhere, but the teachers do not feel a part of it. Let me put it to the Minister—what list, let us say, a supposed list. Have you ever sent out to the teachers as a body, and said, “Now look, we are looking for changes, and give us some suggestions.” We got it in history a couple of years ago, but besides that, what else? No, not mathematics, because we did not have anything in mathematics.

**Hon. Mr. Davis:** With great respect, the profession was involved in the changes in the math programme, and in physics. It is involved, I guess, in almost every area of curriculum. There is constant consultation with the Teachers’ Federation relative to the people who are on the curriculum committee.

**Mr. Martel:** Right, the curriculum committee, but the problem is, Mr. Chairman, that none of this filters down to the teachers. They are not a part of it, and they do not feel a part of it.

**Hon. Mr. Davis:** It was actually the Ontario Mathematics Commission that really lit some of the fires under the department with respect to the change in the maths.

**Mr. Martel:** Right. Mr. Chairman, I am from the teaching profession.

**Hon. Mr. Davis:** I know that.

**Mr. Martel:** You are not telling me that the teachers felt a part of that.

**Hon. Mr. Davis:** I did not. Of course, they do not all feel part of it, because they were not all there for the discussions. I am just pointing out to the member—

**Mr. Martel:** Well, where is the breakdown in communication, Mr. Minister, that they—

**Hon. Mr. Davis:** It is not a breakdown.

**Mr. Martel:** —do not feel a part of this—

**Hon. Mr. Davis:** Mr. Chairman, I say with respect that there is not a breakdown in communication. You cannot have in some subject areas, 10,000, 15,000, 20,000 teachers involved in the decision-making process. It takes a period of time for the change in curriculum to be readily accepted by the total profession. I recognize this. We all do. You do.

Interjection by an hon. member.

**Mr. Martel:** Right. The only trouble is the teachers—or many of them—do not even know what is going on.

**Hon. Mr. Davis:** A lot of them do know.

**Mr. Martel:** Well, I do not believe the Minister unfortunately—

**Hon. Mr. Davis:** I certainly regret that.

**Mr. Martel:** I served as a first vice-president of a distinct unit, Mr. Chairman. On many occasions they were not aware of what was going on.

**Mr. Meen:** Then why would you not apprise them of—

**Mr. Martel:** We did not know either. That is a pretty good reason, is it not? I will give you an example. The Minister talks about this—P1 and J1 in New Approach Mathematics was sent out in 1965 or 1966. We held

a mathematics seminar. We had Mr. Hanlan who wrote "New Approach Math." He came in and we had P1, J1 sitting there. He had to advise us. We had area superintendents there—he had to advise us that that was in addition to the grade course of study. People were taking it as the course of study—P1, J1—at a mass seminar with area superintendents involved, and so on, and it was this gentleman who advised us. This was in addition to the grade course of study but not a new course of study, which many people were following as a complete new course of study in mathematics at that time. There is a breakdown in communication when this sort of thing can happen.

**Hon. Mr. Davis:** Mr. Chairman, having been involved in discussions with the federation and members of your own profession rather consistently, I can only say that there is no question that there is not the communication—I will not call them breakdowns—that we would like to have, and I guess the profession would like to have. There is a very real communication between the profession relevant to the curriculum committees. I am just going by memory here, but I think you will find that in the development of the new math programme through seminars and workshops, the curriculum people consulted with about 1,000 mathematics teachers in this province.

Any time that a significant change in curriculum takes place, there is going to be a period of shake-down from the time the material becomes available to the practising teacher and the time that it is readily accepted by him and properly done in the classroom. This is there and we know it. But I say that you are painting a very negative side to what is by and large a pretty positive picture. We have about eight to ten teachers on every curriculum committee. The OTF nominates people for every curriculum committee. This is your teacher organization—

**Mr. Martel:** Right. Well I do not agree with that entirely.

**Hon. Mr. Davis:** All right, but why do you not say that the communication is not coming from the OTF?

**Mr. Martel:** Well, I just said communication. If you wanted to spell—

**Hon. Mr. Davis:** Well, all right—

**Mr. Martel:** The Minister would say that a lack of breakdown, not just with OTF but with OECA, and so on, to the membership.

**Hon. Mr. Davis:** Right. Okay.

**Mr. Martel:** Then we can get the whole gambit in because it creates a problem. I think you would have to—

**Hon. Mr. Davis:** Sure, it creates a problem. Of course it does.

**Mr. Martel:** Somehow this has to be rectified because implementing the changes of any course is where the problem lies, and this is my main thrust that I want to talk about. We hear a great deal and read a great deal in the press about such things as language experience, individualized work projects, and so on. Unfortunately, Mr. Minister, having had the occasion the last three or four years to visit these, as well as teach in the system, I find there is chaos in many systems—real chaos. The teachers do not know what they are doing. It is as simple as that.

I will give you an example. Teachers are teaching individualized mathematics at the grade 7 or 8 level, and there is never a formal lesson. There is no structuring. The students come up, 35 of them, one at a time, and the teacher just cannot see more than four or five in a day. Without the type of structuring being taught in the Teachers' Colleges which makes this possible, then we are going to have the chaos that prevails in all of these programmes. If you talk to teachers they give you a nice shiny story of what is happening. In essence it is not, Mr. Minister. I challenge any teacher to tell me that you can have 35 children under one teacher's jurisdiction in an individualized programme in mathematics.

If you structure it properly with four or five students per structure and one lesson given, then they will go off and work on their own for a couple of days and come back and get it checked and you can see a certain number of pages during that time—fine. But this is not happening, Mr. Minister.

What is happening in many classrooms is individualized work and the teacher never teaches a lesson. The students are trying to pick it up on their own and the result is chaos. I can tell you the same thing is happening in science and in history. I walked into a grade 4 classroom recently and the teacher said to the students, "Do a project in Social Studies on Drake." I went back three weeks later and one little gaffer had produced a boat on a piece of paper—in three weeks—a boat. The teacher did not structure anything for them. I am not saying to tell him what he has to do. At this level you have got to—



**Hon. Mr. Davis:** And what is wrong with a boat. I am interested—

**Mr. Martel:** In three weeks? He drew it the day I came—the second time around.

Interjection by an hon. member.

**Mr. Martel:** In three weeks? He did not read. He had a great time. Lots of teachers think this new system is a licence to allow the students to do anything they want, and that includes nothing.

**Hon. Mr. Davis:** Mr. Chairman, I do not want to debate this at great length.

**Mr. Martel:** Well, I do.

**Hon. Mr. Davis:** Perhaps we are not discussing the same teachers or the same schools. There are many teachers who would be delighted to say to this committee that they have never had greater educational response than they are presently getting from the young people in the school system, where they have moved to some greater form of flexibility, and the hon. member knows this. We also recognize that during this period of transition, sure, there are going to be some problems with it. What the hon. member is saying is, "Mr. Minister, these problems are so great, the restructuring is so difficult, let us not do anything until everybody is ready to do it." This means it never gets done and—

**Mr. Martel:** Do not try putting words in my mouth. I am not talking about flexibility—

**Hon. Mr. Davis:** No, but that is just one aspect of what will happen if—

**Mr. Martel:** I agree with some of the ideas.

**Hon. Mr. Davis:** Good.

**Mr. Martel:** What I am saying is that the teachers are not prepared to introduce them and the department is not doing a hell of a lot to improve this. I talked to teachers who got out of teachers' college last year, and took the same junk I took ten years ago. You teach as though there were 35 kids in the classroom and all having the same ability level, and operating at that same ability level. They are not structuring it. It is fine to try and run a red herring. I am not opposed to the ideas of the change. I think they are good. What I am opposed to is the fact that we are not preparing the teachers to bring this change about in an orderly fashion.

**Hon. Mr. Davis:** Mr. Chairman, surely this is a matter then that should come under the votes relevant to teacher education.

**Mr. Martel:** But I am talking about curriculum, Mr. Minister, and the introduction of curriculum into the school system.

**Hon. Mr. Davis:** No, we are not. Mr. Chairman, I do not want to argue with the hon. member, but he has been talking about the preparation of teachers leaving teachers' college to meet the problems of the new system—

**Mr. Martel:** I just started on that, Mr. Minister.

**Hon. Mr. Davis:** Well, you were on it.

**Mr. Martel:** Sure I was on it. How else can you talk about the introduction—

**Hon. Mr. Davis:** I am just saying you have got one, two, three votes really to talk about, but go ahead.

**Mr. Martel:** I am glad the Minister is so congenial.

**Hon. Mr. Davis:** Just one other point so that everyone will understand: you are talking about one to 35 and maybe this is true in some situations in some systems. The provincial average is now about one to 26—

**Mr. Martel:** That is fine if you come to Toronto, Mr. Minister.

**Hon. Mr. Davis:** No, but this is a provincial—

**Mr. Martel:** This is not the separate school system.

**Hon. Mr. Davis:** This is in the elementary school system on a provincial average.

**Mr. Martel:** Right. All right. But again, you are playing with figures, are you not?

**Hon. Mr. Davis:** No, I am not. I am giving you factual information.

**Mr. Martel:** Would the Minister answer the following question then? In that figure, as with the high school teachers last year, one to 17, was he including the principal, the nurse, the janitor, and everyone in there to bring these figures down?

**Hon. Mr. Davis:** Just the professional teaching staff, which would include some principals, because there are some principals in the elementary schools who are teaching. We are not including custodial staff or other—



**Mr. Martel:** Then you have changed your method of tabulation. You did not do that last year—

**Hon. Mr. Davis:** Yes, we did. Indeed we did.

**Mr. Martel:** I have talked to the headmasters in the Sudbury area on your figure, Mr. Minister, and they do not agree with one to 17 in high schools—

**Hon. Mr. Davis:** In what way do they not agree with it?

**Mr. Martel:** They say that you are including the guidance teacher, including the—

**Hon. Mr. Davis:** In what figure? What figure?

**Mr. Martel:** The number of students per classroom at the high school level. I think you said last year one in 17—the teacher pupil relationship—

**Hon. Mr. Davis:** No I did not.

**Mr. Martel:** Then I am sure Mr. Jones and some of the people I have talked to had got this idea.

**Hon. Mr. Davis:** We will come to that perhaps in some other vote, and I will explain—

**Mr. Martel:** But I still think—the Minister might say one to 26. I know schools where it is one to 24. I know a lot more where it is one to 30 and one to 34 or 35. Certainly without the structuring that is necessary, how can we introduce . . . As I say, I am all for the change. All I want to do is ensure that it is brought about in an organized fashion so the children do not lose out. That is what school is all about, Mr. Minister. Educating children and making sure that they do not have such chaotic conditions for two years that would ruin them permanently. This can happen. It is much easier to get a child off the track in six months than to put him back on in six months. This is my concern, as it was with new approach mathematics and as it is with language experience which I think is excellent. Individualized work, project work, anything you want, but it is the method.

If the Minister does not want to comment, well, that is fine, but I would be hopeful that the Minister would take time to comment. I have seen enough of it, and so have other people, that they are increasingly disturbed by what is going on. I will save the rest for the teachers' college.

**Hon. Mr. Davis:** I will try to be brief. I get enthusiastic about the subject, then I get warmed up. We just did a little rough math—not using the new math—relevant to the separate school system. I am sorry, Mr. Chairman. It is just that the hon. member for Sudbury asked me to comment and I did not want to refuse him.

**Mr. Pitman:** No, I would not want you to refuse any—

**Hon. Mr. Davis:** Just another rather interesting theory. We did some rough calculations relevant to the separate school system and these are subject to correction, but it works out to about 26.7 as the student-teacher ratio in the separate school system—

**Mr. Martel:** I agree. But Mr. Minister, there are a lot of places where it does not—

**Hon. Mr. Davis:** I am talking about averages.

**Mr. Martel:** Averages. Sure.

**Hon. Mr. Davis:** Let us recognize two basic principles, Mr. Chairman. Simply this, that when rather significant changes are taking place in the educational system, you have to have a degree of acceptance. We know this. You have to have also some enthusiasm and leadership demonstrated by the profession. The question of structure is not irrelevant. I am the first to admit it. But at the same time there are many teachers and many school systems, many individual schools that have adapted to the changing philosophy in a way where the structure has not been an impediment to it. There are some that have had some problems. We know this. At the same time we think, on balance, that the bulk of them have reacted very well and in a very positive fashion. The hon. member does not agree, but this is our feeling as a department. This does not mean that we cannot do more, that we should not do more. I am always prepared to admit that things can be improved upon.

**Mr. Martel:** All I am trying to get at is one point, Mr. Minister, I do not know if I will be here for the next session. I have just received a note that I have to be in Sudbury with the Minister of Highways, so hopefully you will save that. I think it is an easy problem to tackle, Mr. Minister. If the teachers are shown how to cope, through structuring—and this is something I did not see in teachers' college, and it is something that many teachers' colleges really do not do

a very good job on today. In case I am not here for the vote on teachers' college, I would hope this would be kept in mind. Get a course on structuring, and somehow, introduce it to the teachers who have been out for 8, 10, 20 years, because these are the people who are really being snowed under when these new courses are introduced.

They are petrified with them, and they have no way of gaining the necessary knowledge whereby they could introduce these. So they get a closed mind to it. They say, "Well I am not going to. . . ." I think that is the second aspect. We have to, somehow, introduce it in the teachers' colleges also and filter it through to the teachers who have been out of the college for a good number of years so that they can introduce it successfully.

Mr. Chairman: Mr. Pitman.

Mr. Pitman: May I make a suggestion: I have been rather conscious of the fact that we have some gentlemen who have been sitting here now for at least two or three sessions. I am afraid that if we keep them sitting here any longer we are going to destroy the whole development of educational television for all time in the province of Ontario. I suggested to Mr. Yost that they might want their cameras and put out some kind of a documentary special, but in view of the fact that they do not have their cameras here, I wonder if we might stand down on this item. I think there might be one or two people who want to speak some more on it, but for now, can we turn to educational television?

Mr. Chairman: Thank you, Mr. Pitman. Gentlemen, one thing that concerns me is our programming for these estimates and our time factor. It is unfortunate that today we seem to have lost the continuity of the proceedings of this committee held on Monday. We seem to have lapsed back to a lot of things we were discussing last week. May I remind the committee that we have to report by the 19th. In all fairness to everyone concerned, last year apparently 18 hours were spent on estimates in the whole House, on The Department of Education and University Affairs. If we follow the time structure we had agreed to, we have approximately 35 hours this year, so there really has been ample time but we have only had one vote passed. Perhaps now that we have a break in the sub-titles, it might be appropriate to bring up this point that unfortunately the Minister

has a personal commitment outside of Toronto on Monday evening. We do not want to lose any time. Could we have the agreement of the members of the committee that perhaps we could meet tomorrow when the House opens, and the same in the evening, and then again on Friday and Monday. I know that some of the very active members of this committee like to be in the House during the question period. They like to participate in both places, but at the same time I do not like to see us losing any time and . . . The member for York East.

Mr. Meen: Mr. Chairman, I am not clear why you want to advance the time for the meetings from—

Mr. Chairman: To make up the time we would lose on Monday, by not sitting on Monday evening because of the Minister's other commitment. The Minister is anxious that we do not miss any time. It is just an unfortunate situation. The member for Scarborough East.

Mr. T. Reid: We could possibly meet on Tuesday morning for an hour or two, if we need it. We might find by Monday at 6 p.m. that we do not need it, but if we do, we could schedule 1½ hours or so on Tuesday morning.

An hon. member: I think that makes pretty good sense.

Mr. Pitman: If I may make an alternative suggestion. I have scheduled some other things in the mornings in view of the fact we had decided we were not going to meet in the mornings. Is there any way we could advance the 10.30 hour. Perhaps that is a flexible area you might be able to work on—

Mr. Chairman: On Friday morning?

Mr. Pitman: Yes, on Friday morning. But the evening, perhaps Tuesday evening—

Mr. Chairman: Do you have any objections, gentlemen, to sitting half-an-hour later on some of the evening ones?

Mr. Lewis: Why do we not go through Tuesday till we have completed—

Mr. Chairman: That shows a lot of spirit, Mr. Lewis. You are a real optimist—

Mr. T. Reid: Mr. Chairman, to point out a matter of concern to myself: On Tuesday evening, November 18, I am involved in the Public Education Forum of the Scarborough



East Provincial Liberal Association at Cedarbrae Library—

**An hon. member:** And that is important. You really have got to be there—

**Mr. Chairman:** I know a number of the members have commitments in the mornings, especially members who belong to the various standing committees of which many of us are members. They meet on Tuesday and Thursday mornings. There are three that I know of tomorrow morning. I just do not see us getting through all of these votes, Mr. Lewis. I think we are being very optimistic. It would be great if we could proceed at a quicker pace.

**Mr. Meen:** I hate to monopolize this from this side because there may be others who wish to speak, but frankly I am beginning to think we are not going to get through these estimates anyway at the rate we are going, Mr. Chairman.

**Mr. Chairman:** Well, what about Monday evening? Do you want to sit?

**Mr. Meen:** We have spent, I think, a total of 7½ hours on curriculum development, and we are still not finished. Here we have someone suggesting, perhaps with good justification, that this item should be stood down. Frankly, I think we should pass it and get on to the next item.

**Mr. Chairman:** What about Monday evening, Mr. Meen? We have some, perhaps a motion about whether or not we sit on Monday evening.

**Mr. T. Reid:** I would so move that—

**Mr. Chairman:** Thank you, Mr. Reid. This is a courtesy to him that we not sit on Monday evening. All in Favour?

The motion is carried.

Motion agreed to.

**Hon. Mr. Davis:** Thank you very much, Gentlemen.

**Mr. Chairman:** Now, we are on to ETV, and we have a gentleman here from that branch.

**Mr. B. Newman:** One question on curriculum development, and I would like it answered now. It concerns the development of the curriculum as it affects the special education schools—the junior vocational as they are sometimes called—a technical school, and then a community college. Is there any

progression at all in some of the curriculums so that the youngster going from a junior vocational could advance into a technical school and eventually into a community college, in certain subjects. I know it is not feasible in all subjects.

**Hon. Mr. Davis:** No. In some subjects when I say continuity there is very real communication between the people responsible for this. The question of curriculum at the community college level is becoming more complicated as the college is maturing and so on, but there is basically the very real communication and a degree of continuity in some of the subjects.

**Mr. B. Newman:** I hope that this progression continues, Mr. Minister, because there is a lot of concern expressed by parents whose children attend the special vocational schools. After spending two or three years in there, there was no avenue of employment for them whatsoever. None whatsoever in some of the courses.

**Mr. Chairman:** I think you will be interested that the Secretary just informs me that so far up until today we have spent 14 hours and 20 minutes . . . So perhaps we can try and speed up the proceedings to get on to some of these other sub titles, Are you—

**Mr. Pitman:** No, I will restrain myself to five minutes on frequent development, I shall sit down and say nary a word.

**Mr. Chairman:** Before anyone else comes in—

**Hon. Mr. Davis:** Do not ask me for comment. Mr. Pitman, I can restrain myself.

**Mr. Pitman:** All right. There are one or two areas: I would like to know what the department is doing in relation particularly to the concept of curricular development and the modular development. That is the whole concept developing curriculum into small sections, which can be dealt with by teachers. This also affects, I think, the whole question of holidays and reorganization of the school years. I do not want to drag that area into the situation because I think I might confuse it. But it seems to me that it is desperately important that if we are going to individualize the school programme then we have an opportunity for young people to be able to deal with a module rather than a full-year subject. We would be able to fit people into these modules effectively. It seems to me that the present school year, particularly as it breaks



into a long summer holiday, is somewhat inappropriate for this modular approach.

As I see the outlines that are coming out from the department, I do not see any kind of coping with that concept so far. I noticed the Hall-Dennis report, for example, says very little about it, although the Hall-Dennis report does say something about changing the school holidays and allowing each jurisdiction to look after its own holidays with the assumption that so many—200 days or so—would be taken up within each jurisdiction.

I am wondering, first, on that question whether we have done anything about making a real effort to, shall I say, modulate our education experience in the curriculum area? The second thing I would like to know is, what direction are we going in vocational education? There are some very important concepts that are included in the Hall-Dennis report that really we should try to stop training people for jobs. Some people would say we are already not training people for jobs. There are others who would say to some extent we have gone too far along specific paths in our secondary school system. The Hall-Dennis report says this is not the place to train people for jobs. These jobs will be obsolete and the training they get will be obsolete by the time they graduate. So the suggestion has been made that a whole new look should be taken at vocational education, and a whole new look should be taken at the facilities which we have built—some \$800 million worth of facilities in the area of vocational education.

The final question I would like to bring up is the question of ordinary and advanced subjects. Is there a three-level or ordinary and advanced concept of curriculum development? So that you have the three streams, relating to ability and to interest and motivation in each of the curriculum subject areas. I just would like to get some clarification on those three areas and then I shall sit down and say nothing more about curriculum—

**Hon. Mr. Davis:** Mr. Chairman—

**Mr. Pitman:** —as long as the Minister does not arouse—

**Hon. Mr. Davis:** Does not provoke you? I will try not to. Mr. Chairman, I will try to deal with them in order. I do not know if we are using the modular type of approach. We are looking at it perhaps more on the basis of units, which is not that dissimilar. I think the Grade 13 biology course might be an example of this. It has not gone as far as perhaps the hon. member for Peterborough is suggesting. I think it should be pointed out,

that while there are some advantages to this type of approach, there are some disadvantages too, in the organization of the school, and perhaps to continuity of interest on the part of the students. They have found that this is one of the problems they have experienced elsewhere. With respect to the second item—

**Mr. Pitman:** How do you mean with interest to the students?

**Hon. Mr. Davis:** In other words, if you are taking it on a unit basis or a modular basis, where you can take, shall we say, a set package for X number of weeks or months. . . . There is perhaps the inclination on the part of the students to say, "Listen, I'll take the fall bit, I will opt out for the winter, maybe I will come back for the spring bit and so on." This has been a very genuine problem in some jurisdictions.

The second point is relative to the emphasis or lack of emphasis on vocational education. I think the main point we must keep in mind, Mr. Chairman, is to retain really an intelligent balance. There is no question we had a backlog. We were behind in my view in technical vocational education and this had a very real thrust during the last seven or eight years. We have now reached a point where, from the standpoint of physical facilities, I think there is this balance and our grant regulations now reflect this. There are no such grants towards technical and vocational education. The boards and the people involved now will make the decisions based not on money but based on what they think is right for their particular educational programme. So I think we are achieving and have achieved balance. With respect to the—

**Mr. Pitman:** Ordinary and advanced.

**Hon. Mr. Davis:** Yes. As to whether the concept of, shall we say, general or advanced material, will be included as part of the approach in curriculum. This was one of the recommendations in a simplified form of the Grade 13 committee of some years ago. In my address to the headmasters' meeting, I indicated that I thought there was room for some consideration of this, not necessarily general in advance, but greater studies in depth of some subject areas than others, for some students. I think this is one of the things that with the flexibility that is being introduced can be included to a degree at least within the secondary system.

**Mr. Pitman:** Can I ask the Minister whether he has adopted any ideas of the model school,

of using model schools to develop these ideas? Some of the things which the Minister has already suggested perhaps might be best worked out in a model school. Perhaps we might get rid of some of the policies which exist by bringing it full scale under the larger system if this could be worked out and the kinks could be straightened out.

**Hon. Mr. Davis:** Mr. Chairman, there were some six schools in the province two years ago that embarked upon, with departmental approval, obviously, and some encouragement, we hope, an approach that really we are suggesting on a general basis. There was Thornlea and one in Oakville—there were five or six. These—you might call them model schools—were the schools that embarked upon this new approach. We drew upon their experience obviously amongst others for the suggestions we are making.

**Mr. Chairman:** Any further comments on curriculum developments? Mr. Lewis.

**Mr. Lewis:** Can I ask the Minister, I want to raise very quickly obviously, something about text books and their origins and content and necessarily related to that, other aspects of learning. Where is the appropriate place to raise that for five or ten minutes?

**Hon. Mr. Davis:** I would think, perhaps, that technically there certainly would be no objections to it in the area of financial assistance to the school authority, because we are paying grants to the boards to purchase the books that we could discuss.

**Mr. Lewis:** Fine.

**Mr. Chairman:** Educational television. The hon member for Scarborough East:

**Mr. T. Reid:** Mr. Chairman, there are a number of people here who are here as observers or even available for questioning on this grant on educational television. I believe there is a representative from the Association of Canadian Radio and Television Artists. Oh, he just left. Could not stand the tension. I think I should mention that I took an active part in the Fowler Committee hearings, which resulted in the white paper on broadcasting and indirectly in the Channel 19 issue which I wish to raise today. I believe there was also a representative here from NABET, the National Association of Broadcasting Employees and Technicians. Has that person left too? And there was a representative from IATSC, Local 58, Stage Hands Union at the CBC. I see Mr. Al Bowron of

the Ontario Library Association here, and I think I want to get into some questioning there perhaps. Is there someone here from the Ontario Universities Television Council? He is coming back. I see Mr. Yost here from META. So are some people here that we might usefully call on later perhaps, if it is all right with the committee.

Now I would like to talk about the Channel 19 issue. It is a complicated issue. I would like to start off with perhaps a short formal statement and then refer to some statements that the Minister has made on educational television. There have of course, been a great many changes in people's thinking about ETV in the period since we last discussed this in the Legislature. Many of these changes have come about because of technological changes and advances, and this is causing us, certainly in the official Opposition, to re-think the role of educational television, particularly since the Hall-Dennis report has been published in the interim since we last discussed this.

I think we would all agree, as we have in the past, that ETV must be as individual as possible, consistent with the costs. We therefore look to the most economical system which will provide the pupil with the learning tools he or she needs at the time he or she needs them. Anything less than this ideal is a compromise, and while we recognize that such compromises are inevitable, there comes a time when we must seriously question the value of ETV as a legitimate part of the teaching process if in-school programming becomes so rigid in its time-tabling, and so general in its content, as to be meaningless to the individual child who is now caught up in the excitement of a true and personal learning experience.

Now I think the issue of ETV in this province has come to a focus by the Canadian Radio-Television Commission's announcement that it will consider the CBC application to operate Channel 19, Toronto, at its hearing on November 27, 15 days from now. Channel 19 will not be a valuable community resource unless we get down to basic principles before it goes on their air.

The CBC will be steward for a channel that must justify its existence as a media outlet in community terms. The fact that technical control, the pulling of the switch if you like, remains in the hands of the CBC rather than the provincial government Department of Education may well allay some of the fears of our Ottawa friends, but I submit we must also examine this from our own



point of view right here in Ontario, since control of all programming is vested in the Ontario Department of Education, at least according to the CBC brief. Now the importance of Channel 19 for in-school viewing has been greatly diminished, because there are now superior methods, or alternative methods at least, of reaching children in the in-school situation. However, there are indications that Channel 19 is not to be allowed to become a community television station.

Now may I refer back to the CRTC's hearing relating to the CBC's application to operate Channel 11 in Edmonton, Alberta? This hearing took place last June, and the decision handed down this August 1 says that a licence will be granted in due course, and I quote, "subject to the programming and other conditions which will be announced publicly and specified in the licence." Now, Mr. Chairman, the licence for Channel 11 in Edmonton has not yet been issued, and the CRTC has passed the responsibility for determining the conditions of that licence to The Department of the Secretary of State of the federal government in Ottawa. There is little doubt that the licence will be issued in good time before the station goes on the air in the fall of 1970. But the interesting thing about this is that, in the case of Edmonton, there is a dual function for the station, and this is key educational programming under the complete control of the Alberta government's Department of Education, and a quite independent French-language community function under the control of the CBC itself. I repeat that. There is a two-fold function for Channel 11 in Edmonton. There are two groups who are in charge of the allocation of space on the air: the Alberta government authorities, and then, separately and independently, there is a French-language community function under the control of the CBC itself.

However, in the case of Channel 19, Toronto, the brief, according to Mr. Bob Warner and Mr. Barry McDonald of the CBC who are preparing it in conjunction with the educational television branch of the Minister's department, I believe, contains no provision for community programming under CBC or under outside control. For example, Mr. Chairman, META—

Hon. Mr. Davis: Mr. Charman, I do not want to interrupt the formal statement, but I think we should try and make it as factual as we can. There are a few other things, but this one does involve the department. I will have a few words to say on some other aspects

of it, but in the department's application there is a specific reference to the regional operations, such as META, the universities, and so on. It is already in the application to the CRTC.

Mr. T. Reid: Does the Minister have a copy of that application?

Hon. Mr. Davis: No I have not, but I am just telling the hon. member there is reference to it.

Mr. T. Reid: Does this mean—

Hon. Mr. Davis: It has always been part of the philosophy.

Mr. T. Reid: Let me continue with this paragraph, and then I might question the Minister on this point.

My understanding is that there is no provision for META to go directly to the CBC to ask for time on Channel 19. My understanding of the Minister's submission is that it will all be done through his department, through the ETV branch of his department. Now am I correct in this? Then if META wants to get on Channel 19, according to the Minister's own application, META will not be going to the CBC or to this wonderful educational television authority that the Minister has never got around to establishing, but META and the universities who want time on Channel 19 will have to go to the educational television branch of the Minister's department, which exercise a monopoly on that.

Hon. Mr. Davis: Mr. Chairman, that is not, of course, the way it is being established or being suggested to the federal authorities. The proposed legislation which we have delayed, very frankly, till we see just what direction the federal legislation is going to take, sets up an authority which will have, shall we say, the direction. There have been discussions with META, with the universities, with the full anticipation that they will participate in the use of time on Channel 19, or whatever, over a period of years. Outlets are available in the various regions of the province. This has always been, shall we say, the philosophical approach to it.

Mr. T. Reid: With due respect, Mr. Chairman, I do not believe the Minister has answered my question. I would like to know whether the Minister's application states that the decision on the allocation of time, including the decision on the allocation of prime time on Channel 19, will be taken by the



educational television branch of his department, which will exercise a virtual monopoly on who gets on and what type of programmes get on, or will these outside groups be able to go directly to the CBC and get time on Channel 19. Will CBC decide on the allocation of the time?

**Hon. Mr. Davis:** No, Mr. Chairman. This is subject to what the hearings determine and the agreements that are finalized. But the authority in this province, the proposed authority, will be responsible for—

**Mr. T. Reid:** I am not talking about the proposed authority, I am talking about the branch.

**Hon. Mr. Davis:** Well, all right.

**Mr. T. Reid:** Let us deal with realities and not with fantasies.

**Hon. Mr. Davis:** Well, all right. Mr. Chairman, we can always respond in that sort of attitude because there is a little bit of fantasy in the statement that the hon. member is reading, I gless. But, trying to deal with realities, the application is made by the department to the CRTC. There have been discussions with the CBC as to how this will be determined, that is the number of hours and so on. I have had some personal discussions with the Secretary of State relative to this. Because we know that initially the province, whether it is the branch or the authority, will not, in the first instance, be able to utilize all the time that is available. These matters have not as yet been finalized. As I say, and check this with the META people, there have always been discussions with them and with the universities as to how we set up the procedures whereby they have some times available to them. These are not finalized, and would not be until the application itself is heard, and until we make some further determinations, it cannot be.

**Mr. T. Reid:** Well, I think the Minister has answered my question, and this is why I shall continue with my formal statement, Mr. Chairman, because what I have said is correct. The decision in terms of the Minister's brief, in terms of the understanding with the CBC, when they go in front of the CRTC 15 days from now—

**Hon. Mr. Davis:** Fourteen, I think.

**Mr. T. Reid:** —will give the Minister and his department, because he has not set up an independent television authority yet, a monopoly over the use of time and programming on channel 19.

**Hon. Mr. Davis:** No, it is all subject to the conditions laid down by the CRTC. We cannot control the terms of the licence that is issued and in our application to them we have indicated the involvement of the regional authorities and of the universities. But you know, you just cannot—

**Mr. T. Reid:** You exercise control through the monopoly of educational television grants.

**Hon. Mr. Davis:** No.

**Mr. Pitman:** Mr. Chairman, may I ask this question? When will the authority be set up? Is that the problem, the timing of when the authority will be set up?

**Hon. Mr. Davis:** No. The timing of when the authority is set up is not a problem. As I say, we are delaying this for one or two reasons—one of them being the question of whether the federal government was going to set up an authority. If they decided not to, we think this is still the best way to do it. We intend to go ahead and set up an authority to handle this situation.

**Mr. Pitman:** So what the Minister is saying is that the method of securing licences is the reason why this particular system was—

**Hon. Mr. Davis:** No. To spell out in advance all the details in the way this will work in a year's time or two years' time is very difficult in advance of the application and the conditions being set down by the CRTC.

**Mr. T. Reid:** Fine, Mr. Pitman is getting into this and that is good.

Interjections by hon members.

**Mr. T. Reid:** The question has not been answered. I will continue with my statement and I will say flatly that the Minister is trying to get a monopoly over channel 19 because his brief does not spell out an independent control over that channel in terms of programming. He has not set up an education television authority and there is nothing in his brief to the CBC brief which would lead me to conclude otherwise. There has been nothing in his response today which leads me to be able to conclude that there will be a guaranteed community aspect when channel 19 comes through.

**Hon. Mr. Davis:** Mr. Chairman, this business of a guaranteed community aspect—

**Mr. T. Reid:** Without having it controlled by the Minister himself.

**Hon. Mr. Davis:** Take the Alberta situation. I am not saying what the CBC is doing there is not important but to say that that is a total community aspect—

**Mr. T. Reid:** I did not say that, Mr. Chairman. I would like to reiterate what I said about channel 11 in Edmonton. It has a dual function and this was decided before they got the licence. That is my understanding and there is dual control over the use of time. One part of the control is exercised by the Alberta government authorities and quite separate from that of The Department of Education. There are French-language community programmes under the control of the CBC itself without a monopoly over channel 11.

**Hon. Mr. Davis:** All right, so there are some French language programmes, perhaps, on channel 11 but you are talking about the other community—the regional authorities, the universities and so on. There is no determination by the CBC or the CRTC as to this division within the field of education.

**Mr. T. Reid:** I will get to that if I can continue without these interruptions by the Minister. I also submit this thesis. As things stand now the decisions of what goes on the air and when they go on the air will be in the hands of the ETV bureaucrats of the Minister's department. You will have a monopoly over the use of channel 19 and because of this and because of the fear of the federal government that the station will be used for—to use a very hard word—possible propaganda purposes, the definition of what constitutes educational programming will only be decided, it seems, after the CBC gets the go-ahead to proceed with the construction of the station itself. The licence to operate the station, as in the case of Edmonton, will come some time later. Mr. Chairman, we are going to have a station and a debate raging as to how we should use it at the same time before it goes on the air. Now I think this has to be resolved before we commit, through the Minister's estimates at this time, public money to this situation. If channel 19 is going to be forced into a straitjacket, if it is to be merely the excuse for shepherding masses of children, docile in front of large numbers of TV sets, in order that they shall all watch the same programme at the same time, then this is not for us.

Such a concept, arrived at for reason of perhaps political expediency is so far removed from true education purposes, so utterly at variance with the tenets of the Hall-Dennis report, that it is completely unacceptable to us in the official Opposition. In our opinion this will be the death of educational television, a channel that can have no community involvement because one level of government is afraid of what the other level will do. In our opinion there can be no greater justification for our previously stated position of having a completely independent body such as the Minister's proposed education television authority to run ETV and the time to have that is not tomorrow, not two weeks from now, not after the application to the CRTC has been heard, but six months ago. The delay now is seen to be—

**Hon. Mr. Davis:** With no licence, no indication of a licence?

**Mr. T. Reid:** You can if you prove to the public of this province you are willing to let the control over the programming go into the hands of the teachers, the taxpayers, and other people involved in education. But you do not need to restrict it to a bunch of bureaucrats, however well led, in your own department. We are suggesting community control as opposed to the bureaucratic type of control we get in your department too often. We are talking about educational television. The need for channel 19 in schools, I think, will grow less and less but the need for the channel within the community will grow more and more. We cannot accept limitations on the operation of this channel arbitrarily laid down this way.

Now, in view of what has happened in the last year or so when we last discussed this issue formally and the apparent agreement of Ontario to go along—the Minister will really jump on this one perhaps—with a restrictive and restricting definition of educational television, I should like to quote from what the Minister of Education told the federal House of Commons standing committee on broadcasting, films and assistance to the arts on Tuesday, February 27, 1968. It is found in the committee Hansard on page 367. This is what the Minister said then:

As I said in my brief, it is not the intention of the Ontario government to argue the constitutional niceties of the situation at this time, particularly when what I believe to be a practical solution appears to be at hand. It is our sincere desire to work in a co-operative and friendly manner with the federal government in this



very sensitive area so that substantial and concrete progress can be made with the result of a television system which will adequately meet the needs of the whole educational community in the province of Ontario and provide each citizen of the province with the means of further education in the widest sense.

I would like to repeat this part because I agree with him.

The television system which will adequately meet the needs of the whole educational community throughout the province of Ontario and provide each citizen with the means of further education in the widest sense.

In my opinion, further education in the widest sense cannot exclude community affairs programmes. Yet it is our understanding the Secretary of State will not concede that community affairs programming shall be commenced on Channel 19. While the Minister of Education may still disagree with this premise it is important that before we commit public money to this project—and let us face it a good deal of the running up to Ottawa this last month by the ETV branch officials of the Minister's department has been on this very topic so we are talking about the current Budget—that the Minister affirm the paramount need of community involvement in Channel 19. Let me quote again from the Minister's remarks on the same morning, before 10 a.m.—amazing for the Minister or for anybody to be so clear that early in the morning:

I say sincerely to you, Mr. Chairman, and to the members of your committee that we feel very strongly that the definition as contained in the draft legislation does not include what we feel should be the total educational situation in the year 1969. It might have been the case 20 years ago but I certainly do not believe it to be the case at the present time and I very earnestly suggest that your committee direct a very specific and I hope broad-thinking definition of educational television.

The Minister went on to say:

A multi-system approach is designed to provide an equal opportunity for education to all citizens of our provinces and I emphasize this because this is where we feel the definition could be very restrictive both in the home and in the school and quite frankly at the most reasonable cost to the taxpayers. I suggest this is every

citizens' right because, Mr. Chairman, with respect, this is our collective obligation.

Well that is what the Minister said then and if you like to argue for that position the Minister took over a year ago, I want to quote briefly from the abstract of the proceedings of the National Educational Television Conference, which was held with Ontario representation in St. John's, Newfoundland, from September 6, 1966, to September 9, 1966. On that occasion one of the speakers was the Rev. J. M. MacNeill, Director of Extension, St. Francis Xavier University, Antigonish, N.S. It is a very remarkable statement for the role in which educational television has played in the community in Nova Scotia. I will pick out one or two quotations.

Here is one quotation of particular relevance to this discussion, Mr. Chairman. Father MacNeill said this:

Basically we treat topics especially pertinent to social, economic and educational circumstances, at least in Nova Scotia. Last year, for instance, other than the obvious concern with relation to the future of the coal and steel industries, two major items were stressed at the meeting of our advisory group: education and economic development.

He went on to say:

Why are we doing this? Are there not all kinds of other agencies to do it?

And he continued:

Often our extension department has had an "in" with the people. We are able to get things across to them that others are not. And ETV programmes and the resulting discussions within viewing groups—we do have viewing groups—have revealed an urgent need for a community counselling and guidance centre so that the general public might have access to information and assistance concerning all types of available educational opportunity.

And Father MacNeill, to give a final quote from his statement at that time, stated this:

Involvement of advisory groups, and the planning of topics for television, is an important aspect of our people's school. Our regular advisory board is composed mainly of representatives of labour organizations, who with the St. Francis Xavier Extension Department, shoulder the major financial burden of the programme. In addition, we enlist the guidance of an interested group of civic and business leaders. The value of this dialogue, with labour and civic and



business representatives, obviously extends somewhat beyond the concern of producing a series of public affairs programmes. These contacts furnish an excellent opportunity for serious discussions on many important community matters, and I think you will see that the TV programmes are only part of our total involvement in the concern of the community.

Now my point in selecting these two quotations from Father MacNeill's brief at the time is to pose the question—the fundamental question, I think, in this debate—how will it be possible for any community such as a university, to be able to make free and creative use of Channel 19 and the other VHF and UHF channels that may follow it, to say nothing of the other methods of programme distribution, unless The Department of Education in the province abdicates its role as the sole programme licence holder as distinct from technical license holder, which the CBC is to be? Because that is what the CBC brief apparently says. The brief says that the CBC abdicates all programme responsibility. The only funnel for all programming appears that it will be the Ontario Department of Education. And then the Secretary of State turns around and says, because the programming is coming from a province, from a provincial department of education and not from an independent source such as an independent educational television authority with community roots, "We shall require such strict programming of content as to exclude all public affairs kinds of programming such as the Antigonish initiative has developed."

**Hon. Mr. Davis:** Well, Mr. Chairman, with great respect, this is not the rationale at all. However—

**Mr. T. Reid:** I will finish up, and then the Minister can reply.

I believe—and I think the onus is on the Minister to prove to the contrary because he has been quite silent on this for the last couple of months—that the Minister has already abdicated his responsibility, because his own ETV bill is not ready; it has not been introduced. It ought to have been ready; it ought to have been introduced; it ought to have been passed before the Legislature and before this committee in advance of the go-ahead to the CBC to make its—the department's—application for Channel 19 on November 27. The Minister has once again cocked his snout at the Legislature and its members. He has allowed the CBC to go

ahead before we have had our debate, and I think that is totally inexcusable. The Minister has heard my remarks on this, and no doubt he will respond in the way he feels adequate.

Turning briefly, Mr. Chairman, to the wider picture of ETV in the province, as I see it, there will be a number of combinations of effort possible, some of which will merely result in the wastage of taxpayers' money, while others will be fruitful and productive of exciting learning environments in the schools of Ontario.

Now, this is a very technical debate, but I want to put this on the record, and have a full reply from the Minister, either in this committee or in the House when he introduces his bill. Hopefully it will be before we come to a new session of the House. It needs to be very widely debated and openly debated.

With the coming of packaged television programmes, like the CBC electronic video recording cassette, there seems to be no longer any reason for the continued separation of the Jarvis Street audio-visual depot, now called, in the Minister's estimates, I believe, "the learning materials service unit," and the ETV branch on Bayview Avenue. There ought to be a great administrative saving possible via consolidation of effort and direction. I think the lines between ETV, particularly with the innovation of things like the CBS package television programmes and the EVR cartridge, must bring about this amalgamation or consolidation between two competing branches within the Minister's own department. Secondly, with the emphasis on the school library as the learning centre in the school, the involvement of the library movement in Ontario in the distribution of packaged programming will clearly follow, and should not be resisted. In fact, the community interest demands that the expansion of library facilities into the audio-visual field be encouraged, both in school and in the regular public library system. Perhaps we could ask Mr. Al Bowron some questions on this issue. There is nothing that we can do here today that will prevent the widespread dissemination of packaged television programmes in the coming years.

**Hon. Mr. Davis:** You would not want to, would you?

**Mr. T. Reid:** No, but I think it is necessary to realize where they are coming from and their content and so forth. We could get back to the problem that the hon. member for

Scarborough West and the hon. member for Peterborough have raised.

**Hon. Mr. Davis:** No, but I am referring to it in this very broad sense. There may be packaged television programmes that do not relate to education at all, and which will be perhaps part of the technology in the not-too-distant future. You are not suggesting that this not be done?

**Mr. T. Reid:** No, I am not suggesting that this not be done. I am saying, "It is coming. We should identify the source of that programming, whether it is American, Canadian, whether we should get into it, and what type of impact it is going to have in our schools". Mr. Chairman, the one time in this committee that I have seen the Minister really quite agitated in a positive way, was when he spoke about the impact of American television on Canadian society. He got quite agitated. I use that in a simple sense, if you want to classify words.

**Hon. Mr. Davis:** In other words, you agreed with me.

**Mr. T. Reid:** I agreed with you, yes. And I suggest that the same concern is in this area of packaged television on cartridges. So that there is nothing that we can do here today that will prevent the widespread dissemination of packaged television programmes in the coming years. There is nothing that will alter the inevitable course of the colour television set, and the programme player unit is becoming a part of every local library. What we can do, Mr. Chairman, however, is indicate our awareness of this trend, and hopefully give some direction to it. We can lay down the ground rules for co-operation between the Minister's ETV branch, the learning materials service unit, the Canadian Association for Adult Education, the Ontario Library Association, and possibly also for META, and with the educational television authority itself, insofar as it is dependent upon other decisions for its continued existence and for the determination of its revised role. There is little doubt that the in-school local programming of META will be related to the community role that Mr. Ted Rogers and the other Toronto cable television people, and also CFRB, will outline to the CRTC when they are called upon to appear before that body in February, 1970. Ryerson is also involved in this very complex division between what will be Toronto area programming, including Peel County (and possibly York County if negotiations between META and York County

are concluded successfully) and the interests of other areas in the province.

I just want to enter into the record that META's role in Toronto ETV is covered by letters patent of 1961, signed by the then Provincial Secretary (Hon. J. Yaremko), and that with an annual budget of \$364,000, one-twentieth of the proposed budget for ETVO in the Minister's department, and with a staff of 18, one-sixth of ETVO, META put out 896 programmes last year, of which 730 were new and the rest repeats. I understand the board of META met on Thursday evening last and decided to sit out this debate for the moment and perhaps take a policy position later. Could we ask Mr. Yost for some comments in front of this committee?

**Mr. Chairman,** I have also given advance notice of several technical questions to the branch head of the educational television branch of the Minister's department, Mr. Ide, and it would be useful if he would answer them. I would distribute copies of my questions around this committee. I would also like Mr. Ide to comment on developments in the information retrieval television in Ottawa and on the progress of the 2500 megahertz installation in London, Ontario.

Well, Mr. Chairman, there is my formal statement. I thought it was one of the top areas of priority for the official Opposition, and I appreciate the indulgence of the committee in letting me make it.

**Mr. Chairman:** We have one other name on the list. Mr. Kennedy. I do not know whether the Minister might like to reply to the statement by the hon. member for Scarborough East first or not. Mr. Kennedy, would you like to?

**Mr. R. D. Kennedy (Peel South):** I have a few questions I wanted to ask generally, unless it has transpired when I wasn't here, but I was wondering about the organization of META. Some of the school boards are involved in this. Certainly out in our area, which participate though it is not in Metro Toronto. We get a copy of the schedule and of course we are within the viewing area. It seems now that there is to be a surge forward in this with the application for channel 19 proceeding. I would like to know something of the source of revenue of META and also the support position of META in relation to this application for a channel, and the position of Ryerson. Perhaps, Mr. Chairman, as the hon. member for Scarborough East mentioned, we could hear from Mr. Yost, and see



if he could clarify this. I was up with members of this committee to the place on Yonge Street where this is demonstrated and developed and so on. It was very interesting and perhaps we could be further brought up to date.

**Mr. Chairman:** Yes, Mr. Kennedy, I intended to ask Mr. Yost if he would care to say a few words to us after the Minister has replied.

**Hon. Mr. Davis:** I may be long in my reply, and others may have something to say. Mr. Yost is here, and it is about twenty to six. It might be a good priority.

**Mr. Chairman:** I think that is a good idea. Mr. Yost, if you would care to say a few words to us I am sure we would all be pleased to hear from you.

**Mr. E. Yost (META):** Thank you, Mr. Chairman. I am here as a representative of the META Board of Directors, and I am here as myself, and happily my bosses and I are completely in accord with everything I have to put to you. By virtue of a telephone call from Mr. Sauro of Ryerson made to me about two hours ago, I am here as a representative of Ryerson as well, so everything I say will stand for both. To answer the hon. member for Scarborough West specifically: That 896 figure is a number I am very proud of and I use it a great deal. It is right. But it is made up of an awful lot of programmes from all over the western world. META's library of 200 or 300 are repeated. We wipe the bad ones and keep the good ones, so we use the best of our old. Our budget really only allows us to create a brand new 60 or 70 per year. Television is very expensive. Some of the best things in life are expensive, and I guess television is one of them. We can only turn out about 60 or 70 brand new ones, so there is a little bit of a bogus in that figure, but I love the total. I am very proud that we do have that total. So again, there are great numbers from other sources.

As far as the META board and Channel 19 are concerned, the META board has for many years supported the Minister of Education in his vision of 19, and indeed when CBC announced its intentions to procure the licence on November 25, at the Skyline Hotel before the CRTC, I studied their brief in horrendous detail. The META board met last Thursday night for a full evening, most of which was devoted to a thorough analysis and discussion of Channel 19. It completely reaffirmed its very unanimous and solid posi-

tion behind the Minister. The META board believes 19 will be needed. We certainly believe other flexibilities will be needed too in the history of ETV in the area, especially when you consider high-density population zones like Metro Toronto. But you will need 19. The board is very happy with the brief. It certainly feels that META will be involved. We have always understood we would be, and we do not wish to question it. It is therefore a very positive stand that the board has asked me to express today and I am very happy to do so.

META's revenue, sir, is based on grants. We have as members the school boards of the city of Toronto and the five boroughs, the Separate School Board and the Metro board, and Peel county to the west, so that we serve a membership of something like 800 schools and about 520,000 students. META derives its revenue from the Metro area schools on the basis of 69 cents per capita student, and for any county board which would wish to join META—we would be very happy if Ontario joined us, or York, Peel did—we have a rate of 34 cents, because of their distance away from the source. All in all, we have some \$330,000 coming in from those sources. META gets other grants. It has library memberships as you know—Toronto Library, Scarborough, North Toronto. We have Ryerson as a member, the Art Gallery of Ontario, The Royal Ontario Museum, York University and the University of Toronto. These other grants tally around \$30,000 so between the two we have something like \$364,000 coming in.

My speech is short. I just want to re-emphasize the board's message to you. Thank you, Mr. Chairman.

**Mr. Chairman:** Thank you, Mr. Yost. Mr. Reid?

**Mr. T. Reid:** May I ask Mr. Yost some questions before he disappears?

**Mr. Chairman:** I think we could. I think it would be appropriate to ask them now.

**Mr. T. Reid:** Thank you very much. We finally got certain things on the record and this is in *Hansard*. I wonder if you are at liberty, or if the Minister is at liberty, to spell out any understanding there might be between META and the Minister or his department, on the role that META will have in the proposed Educational Television Authority? That is the first question. Secondly, do you have an understanding on the makeup of the decision-making body before an



educational TV authority is created—which would require legislation and we probably could not expect it before March—on who will make decisions, which programmes will be shown, whether they are the ones produced by the Minister's department or ones produced by META or in your library and is there some understanding of your community involvement in that decision-making process, or is it just a blind act of faith?

**Mr. Yost:** The board of META does not require anything in writing. It has accepted the statements the Minister of Education has made on many an occasion over the last few years. I came out of the school system, as you know, and joined META in 1964, so I cannot speak for anything before that date. I know, in my involvement as head of secondary school development at META and later when the board, for better or for worse, upped me to the helm, that there was always this understanding on a very informal basis. Mr. Ide and I have had many, many discussions and, as it would be with any educational body in this area, it has been our understanding that we would be involved. I would see no reason to question it, especially after the reading of the CBC application which refers to universities and to the regional groups such as ours. I do not mean to sound like a blind-faith person. That is an old-fashioned word, but kind of a good word though, and it is sort of fun to be able to use it today, I think. But there has always been that feeling, that when 19 was created, when the provincial authority was formed that certainly all due cognizance would be paid to one's existence in this area.

**Mr. T. P. Reid:** You have—

**Mr. Yost:** Well, I see no reason to doubt it. Put to me, sir, a reason to doubt it.

**Mr. T. P. Reid:** Well, only my long experience with the Conservative government, but—

**Mr. Yost:** Well, I happen to be apolitical.

**Mr. Chairman:** Mr. Pitman.

**Mr. Pitman:** I would just like an answer to one or two questions. I worked for META at one time many years ago in the very early days so I have a warm part in my heart for it. I wonder if you could indicate what you feel will be the future role of META? It seems to me with Channel 19, and I do not even try to understand all the technicalities of this, that you are going to have ETV and

META producing programmes. Do you see a different kind of role, a different kind of programmes? Will your programmes be more locally initiated? Will they be tending to deal with Toronto-based problems, perhaps? Whereas Mr. Ide might be producing programmes in geography of Canada or Ontario, you would be producing the problem of urbanized Toronto. Do you have that kind of common basis for discussion, the types of programme that you are going to produce? Because it seems to me that it will be a terrible waste of time if all you do is divide time, if that is the beginning of the end of your co-operation. I mean we are really into a very rough go because an awful lot of money is going to go down the drain. Are you co-operating in terms of research in television? Are you co-operating or will you be able to co-operate in, perhaps to some extent, personnel, or to some extent with the facilities that both of you are using? I think that most of the members of the committee have a very real interest in both of these organizations now, particularly now, to fulfil a real purpose in this area. But I wonder if you could talk a little bit about it. Maybe Mr. Ide would like to join in this conversation, too. I am trying—

**Mr. Yost:** Well, I would say that we would always attempt to fulfil the mandate we were given which was to serve the Toronto broadcast area. We try to relate, sometimes we do not succeed. Sometimes mad ambition to create the greatest statement of all on a subject carries one out of one's orbit. This happens to all of us, especially the longer we are in the profession. But by and large META has always tried to relate its programming to serve the roles and needs of those bodies which comprise META's membership. In other words, to create programming very much of a community orbit. I refer to our series entitled *Our Metro* which analyzed how Metro is fed, transportation, and so on. I refer to other series as well, series we procure, related to animals around Toronto. I refer to a project we hope to get underway, if we can find the money for it, on the waterfront.

**Mr. Pitman:** Is that still the problem?

**Mr. Yost:** Well, that is always a problem. I am going to the Canada Council for grants. If you have any money I would be happy to talk to you outside.

**Mr. Pitman:** You know better than that.

**Hon. Mr. Davis:** He is not alone with money problems.

Mr. Yost: So that META is always serving its mandate. We spent, I should not say a great deal of time, Friday mornings with my supervisor of META constantly assessing what our goal is and what we are doing and where we are overstepping and where we are really in tune, and I would hope we could continue to create programmes to serve this area. I would presume that ETVO would continue to create programmes that would be of superb use all across Ontario, which of course, is desperately needed too. META has been one community pocket and I can see no reason why there would not be co-operation on that basis.

Mr. Pitman: I think what we are getting to now is that we are reaching a new plateau with Channel 19. We really take off on a firm plateau in this whole area of ETV. I think what we really need to know is to what extent there can be some co-ordination. As you say, META will probably be a kind of prototype. Perhaps there are a great many types of community-oriented television authorities right across the province. I am hoping there might be one in my own area. Already what we call pyramid is on its way I think, with co-operation of both organizations. But the point is, is there some way of co-ordination? Is there a structure already for this type of co-ordination or are you expecting to set one up?

Mr. Yost: I would imagine that would be duly worked out when 19 comes into existence and when the programmers sit down to put the programmes on the air fulfilling the very tremendous problems of putting programmes on one single channel. I can see META's role, I would hope, very, very much involved in that capacity, serving, you know, what we do best.

Mr. Pitman: I just want to come back down to that. I think that this is extremely important. Being a prototype, the kind of co-operation, the kind of structure that you are able to develop would easy be. It seems to me this is pretty basic, because somehow or other we are going to have to try to get this balance between the local and the larger area.

I want to talk about ETV from a much more—I hate to use the word philosophical—wider point of view. We do have to progress to get at the nuts and bolts of just how we are going to deal with this. Do you expect that there will be a single programmer at Channel 19 who will, in a sense, be determining the number of hours and subject

areas and the times when your programmes will go on and when ETV programmes go on? How does this all sort out?

Mr. Yost: Oh, I do not think so. I would imagine that there would be probably a joint programming committee set up which would again pay due cognizance to the university needs, to the META needs, and so on and so forth. From all due and proper discussions the programmes would be procured and hours filled. I would—

Mr. Pitman: Do you see any problems here? Let's face it. There is going to be prime time in school areas as well as prime time in the evening.

Hon. Mr. Davis: I would just like to interrupt this discussion, Mr. Chairman, because I found it somewhat encouraging and somewhat helpful. Really the point, I think, the hon. member for Scarborough East was making is the question of time-table and so on. Prime time is relevant, obviously it will continue to be for a while, but with the increased use of the EVRs and what have you, the question of time-tabling in prime time perhaps will not be as important two or three years from now as it is today. I think what Mr. Yost is saying, what we have said in our conversations, is that it is such a tough area to crack that none of us can afford any duplication of effort.

We recognize, as we have said in our statements to the CBC, a very genuine role for the regional organization. I would only put Mr. Yost on notice that if META produces something we think we can use on a province-wide basis, we are going to borrow it. This is the kind of thing—

Mr. Pitman: Buy it you mean.

Hon. Mr. Davis: I am sure that will be the case. The questions of the allocation of hours and so on have to relate to the determination of the number of hours for instance that may be included in the application in the latter part of this month. These are things that will have to be worked out. Sure it is fine to say, "Well, let us document them and pin them all down until we know exactly what is available and what direction we can take." I think we do have to go on a degree of faith and I have been very heartened because it is not the easiest type of programme, very frankly, to move ahead and I have been pleased by the confidence and the faith that those people who have a very valid interest have exhibited in the past two years.



It has not been a very easy experience for the department. It has been a very frustrating situation from time to time and I think these things must be recognized. I, for one, am very optimistic that the question of allocation and so on will be really a problem that will be quite easily resolved with the technology becoming available to us. I think we will be able to structure so that everybody will be able to utilize the channel to the extent that they are in a position to do so. I do not think it is really a worry.

**Mr. Pitman:** Well, Mr. Chairman, I do have a summary, because it comes back, I suppose, to what you think educational television is all about. As I see it, I think the problem of prime time is going to be important because I have a certain belief about educational television and I think it has got something to do with the present time and what is going on right now, what is really—

**Hon. Mr. Davis:** I agree, but here are a few examples. Let us say the authority which will be involved in the allocation of time said X hour next week happens to be available for a programme on a province-wide basis. This would be a better example. Let us say META has this particular hour, and then we find out after this is scheduled that the moon shot is going to take place or something of this kind. I think we are dealing with intelligent, reasonable people, and they would be quite prepared, on the authority's suggestion, to opt out at that particular time so that we can bring something of a current nature to the kids in the classroom. Who is going to not react to this type of desirable situation? This is what ETV partially is about surely.

**Mr. Pitman:** Yes, but I just wanted to make a point before I sit down, that I think that we have to recognize EVR and the whole TV process. I think we have to see that educational television is a more complex thing. It is not something you just stick on a television set. It is not just an adjunct to the text book. It is something which is alive and unique and terribly important to the young people. I am not going to try and quote McLuhan here—

Interjections by hon. members.

**Mr. Pitman:** I have already argued with Mr. Yost as to what I think educational television is, but we do not altogether agree on

this. But I really think that the kind of work that both of these groups have to be doing is going to clash to some extent. I would hope that every day or every couple of days we would have a programme on something which really concerns the urbanized young person. I would talk about drugs. I would talk about traffic and pollution and so on. I would hope that on educational television there is going to be something for the whole province and the world—every day—to get these kids simply tuned in to what is going on in this world and to link them with its problems.

**Hon. Mr. Davis:** What you are doing is making a case for an allocation of another channel by those in positions of responsibility for some time in the future.

**Mr. Pitman:** Right now we only have one.

**Hon. Mr. Davis:** We do not have one. If we do not have one let us recognize that we have to go through the hearings yet.

**Mr. T. Reid:** I would like to return to that point. The Minister is asking for control by his department over channel 19. He has to make a submission to the CRTC for this and my understanding is that the Minister is applying for this control for this monopoly—

**Hon. Mr. Davis:** No, Mr. Chairman, we are not applying for control or a monopoly. The CRTC—I should put it this way—the federal government, let us face it, have some problems in this area. They want to develop a rationale that solves some of the constitutional problems and they can do it in a way that is acceptable to them. It is not just a unilateral decision on our part as to how we do it. We are involved with the federal authorities and with the federal government and what their concept of this should be and it is not a question of monopoly or control. The question is that they have to have some legal entity or structure with which they deal within the provincial jurisdiction and related to the educational aspect. Obviously at this moment, it is the Department of Education as they did in the province of Alberta. If you do not accept it from me, perhaps you will from Mr. Yost that we have indicated in our application—

**Mr. T. Reid:** I see absolutely no structures—

**Hon. Mr. Davis:** Of course you do not see any structures and let us not get hung up on structures. This thing is going to work.



**Mr. T. Reid:** I do not like the Minister or a political party having control of programming, having a monopoly of channel 19.

**Hon. Mr. Davis:** Mr. Chairman—

**Mr. T. Reid:** There is nothing you have said today that allays those fears.

**Hon. Mr. Davis:** Of course this is where the hon. member is, to some degrees on some occasions, rather contradictory in his approach to these educational problems. All I am saying is—

**Mr. T. Reid:** I want to know what guarantees are in your brief for community participation in the decision making. You have not set up your independent education and television authority yet. You appear to be wanting to set it up sometime but right now you are asking for control over Channel 19 and you have no way—

**Hon. Mr. Davis:** Mr. Chairman, we are really asking for an allocation of the channel to have it available through the CBC, who will in fact, be the agency in charge of the channel, so that we will, in fact, know there is a channel available to us. It is like the old story about which came first, the chicken or the egg? The main point at issue here surely is that we establish a mechanism or structure over a period of time that is relevant, that makes sense. We are, as I say, in the process of doing this and it has been accepted by and large by those people who will be involved. It seems as simple as that as far as we are concerned.

**Mr. T. Reid:** Mr. Chairman, I would just ask the Minister if he would just table his brief with the committee before we start tomorrow.

**Hon. Mr. Davis:** Mr. Chairman, I do not have a brief *per se* in that sense. It is the CBC's brief to the CRTC. I do not know that I can. It is not ours.

**Mr. T. Reid:** Well how can we have a rational discussion of over \$7 million when—

**Hon. Mr. Davis:** Mr. Chairman, if one wants to become very technical—

**Mr. T. Reid:** I am not becoming technical. I say we cannot discuss this unless we have the relevant documents.

**Hon. Mr. Davis:** Well, I think you can because the \$7 million does not relate to the application for Channel 19. The \$7 million relates to the function of the ETV branch that is presently in existence, that is producing programmes and transmitting programmes with the assistance of the CBC and the private sector. The funds there do not relate because there is not at this moment, included in that, the capital requirements that will be put up, hopefully, by the federal authorities relevant to Channel 19. So, if one wants to become technical—

**Mr. T. Reid:** Well, your programmes are likely to be shown over Channel 19?

**Hon. Mr. Davis:** Mr. Chairman, I do not know because I cannot tell (a) when the Channel 19 licence will be issued and (b) when the CBC will be in a position to tell us, "Mr. Minister, Channel 19 is now ready to transmit." Hopefully—I do not want to be too optimistic—I do not know whether we can look forward to it in the fall of 1970 or not.

**Mr. T. Reid:** Could the Minister state in this committee his recommendations to the CBC with regard to channel 19?

**Hon. Mr. Davis:** I do not have any recommendations in this *per se*. We have had communications and discussions relative to how the structure might work, particularly in view of the decision of the federal government not to go ahead with their other agency. I am not telling them how to run channel 19. I cannot.

**Mr. T. Reid:** But you are putting your programmes—

**Hon. Mr. Davis:** That is right. But they develop the transmission.

**Mr. T. Reid:** In this regard, I find it very difficult to discuss this aspect of the Minister's operation without having a copy of the basic document with which I am concerned. Is it not possible for us to get a copy of the CBC's brief which affects the Minister's department so greatly?

**Hon. Mr. Davis:** Mr. Chairman, I will just say this. It is not our brief *per se*. It is the CBC's brief. I doubt whether it is legally possible to have this available prior to the hearings of the committee. I do not know. I

shall try and find out this evening. Secondly, while it is obviously related to the total picture of ETV, it does not relate specifically to these estimates because we have not provided funds in these estimates for the acquisition of channel 19 because in fact, channel 19 will be owned by the CBC.

**Mr. T. Reid:** I just say this is the first time in almost a year and a half that we have had a chance to discuss educational television in

the province and I consider this is a proper time to discuss it.

**Mr. Chairman,** Ladies and gentlemen, it being six of the clock, I move that the committee adjourn until 3.30 p.m. tomorrow afternoon at which time we will carry on with the estimates of the department under the heading of ETV.

Motion agreed to.

The committee adjourned at 6.05 p.m.





S-15



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# Legislature of Ontario Debates

**STANDING COMMITTEE ON SUPPLY**

**Department of Education**

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

**Thursday, November 13, 1969**

Afternoon Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Thursday, November 13, 1969

Educational television, continued .....	S-311
Recess, 6 o'clock .....	S-342

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

THURSDAY, NOVEMBER 13, 1969

### ON THE ESTIMATES—DEPARTMENT OF EDUCATION

(continued)

The committee met at 3.40 p.m. in committee room 1.

**Mr. Chairman:** Please come to order. Educational television, page 48. Mr. Reid.

**Mr. T. Reid** (Scarborough East): Mr. Chairman, I wonder if the Minister had the opportunity of getting a copy of the CBC brief.

**Hon. W. G. Davis** (Minister of Education and Minister of University Affairs): No, Mr. Chairman, the copy of the brief from the CBC is filed with the CRTC as we understand it. It is a public document. I do not know if the hon. member were to go to the CRTC office and say, "Can I see it?" I cannot tell you. We are not in a position to release it here. Perhaps he had some success this morning in getting it from Ottawa but we just do not have it. As I say it is a public document and it will be made public at some point.

**Mr. T. Reid:** Was there a memorandum of provisions being included in the agreement between the CBC and the Minister's department and if so does the Minister have a copy of that memorandum?

**Hon. Mr. Davis:** Mr. Chairman, there have been discussions with the CBC. I do not know whether you would call it a memorandum, a contract, agreement or what have you but there is to be, or will be, an agreement with the CBC relevant to Channel 19.

**Mr. T. Reid:** Does the Minister think it proper that Mr. Yost, and META and probably Ryerson, these people, have had a chance to peruse the brief of the CBC which has attached to it a memorandum of provisions included, which is really a contract between the CBC and the educational television branch of The Ontario Department of Education, and not have that available to us?

**Hon. Mr. Davis:** Mr. Chairman, I can only say that what META did or what information they obtained through the CRTC as to what was in the documentation—they must have done. Mr. Yost, I think, indicated to the committee that they, in fact, had perused some of the material and they were content with it.

**Mr. T. Reid:** Mr. Chairman, I do have a copy of that brief and also the Minister's memorandum. I was able to get this from CBC. It is a public document as the Minister knows and I think it is a substantial document. I also have of course a copy of the Minister's memorandum to the CBC. Mr. Chairman, the brief and the memorandum together confirm my worst suspicions that the arrangements for putting Channel 19 on the air were intended to be a *fait accompli*, although the matter had never had an airing in the Legislature. The procedure has progressed to the point where—these are the three sub-points in the CBC brief to the CRTC—the managerial staff of Channel 19 has already been nominated and they are all members of the educational television branch of The Ontario Department of Education. The authority specified in the CBC brief is the authority designated from time to time by the Minister of Education for the province of Ontario.

The CBC brief with the Minister's memorandum attached to it states that no programme will be transmitted through the facilities of Channel 19 unless it has been approved or provided by the authorities. The CBC brief with the Minister's memorandum attached to it states that the channel's licence will be limited to the transmission of educational programmes and, for the purposes of the agreement between the CBC and the Ontario government, educational programmes shall mean those authorized by the conditions of the said licence. Now Mr. Chairman, the Secretary of State has not issued any variation of its definition of educational programmes other than that conveyed in Bill C179, which



has now been withdrawn from the federal House.

It is my understanding that the federal government is most reluctant to broaden this definition for constitutional reasons. The present definition of educational programmes is so restrictive as to virtually rule out independent programming on Channel 19 and for the purposes of the record and the committee, Mr. Chairman, I would like to read the definition of educational programmes:

Educational programmes mean programmes that are designated to be presented in the structured context, to provide a continuity of learning content, aimed at the systematic acquisition or improvement of knowledge by members of the audience to whom such programmes are directed and under circumstances such that the acquisition or improvement of such knowledge is subject to supervision by any appropriate means including:

(1) the registration or enrolment of members of such audience in a course of instruction that includes a presentation of such programmes;

(2) the granting to members of such audience a credit towards the attainment of a particular educational level or degree or the examination of members of such audience when the content of such programmes or on material of which that content forms a part.

Educational programme material has, of course, corresponding meanings. Our understanding in the Liberal Opposition is that no significant progress has been made towards broadening this definition and that in spite of this deadlock the department and the CBC—that is The Department of Education in the province of Ontario and the CBC—have decided to go ahead with the application for the channel at the CRTC hearing on November 27, in the belief that the CRTC will authorize a construction permit for the station and that all other matters such as getting a working definition of ETV for the licence and getting the approval of the Legislature for the setting up of appropriate machinery will occur in the period while the station is actually being erected.

Mr. Chairman, the list of 22 managerial positions contained in schedule 12 of the CBC brief covers all the regular key control positions for the operation of a television production facility. As I mentioned before, I think I would control programming and content of the whole operation of Channel 19.

Hon. Mr. Davis: Mr. Chairman, it is not a question of controlling the programming relative to Channel 19. They do not control the programming. Go ahead read the names.

Mr. T. Reid: With respect I shall read from the brief, Mr. Chairman, I will not take the time of the committee to read the names into the record, I will simply state that they include Mr. Ide and the Minister himself and go right down. They are all members of the Minister's department. These are the people who will control, if this application is approved by CRTC, the operations of Channel 19. There is no room left in terms of the CBC brief—the Minister's memorandum attached to it—for anyone else to break into the tight top management echelon which consists entirely of staff and contract members of the Educational Television Branch of The Department of Education.

Yesterday in this room I questioned Mr. Yost of META about taking this matter on faith. He said he would do so, that no written agreement was necessary. Last night Mr. Yost met with members of the board of the Metropolitan Educational Television Authority. This morning he called our office to say that his board has asked him to stay away from today's hearing, that he was 100 per cent behind the department in its policies. Apparently Mr. Yost is far better briefed on these policies than are members of the Legislature who will in due course, according to the Minister, be expected to rubber stamp the arrangements that have clearly gone so far.

Hon. Mr. Davis: If the hon. member had wished to ask a few questions over the last two or three months, I would have been delighted to get him the information. We have never been reluctant—

Mr. T. Reid: I tried to find out what was happening, Mr. Chairman—

Hon. Mr. Davis: With great respect Mr. Chairman—

Mr. T. Reid: —for the last year and a half.

Hon. Mr. Davis: —the member has not—he has not asked a question relative to two or three of these problems.

Mr. T. Reid: Do you mind if I ask a question?

Hon. Mr. Davis: Sure. I am delighted to have all the questions and you will get all the answers.

**Mr. T. Reid:** It is nice to see the Minister agitated for once.

**Hon. Mr. Davis:** Well I—

**Mr. T. Reid:** Mr. Yost has also declined to furnish the letters patent. We asked Mr. Yost for the letters patent under which META operates in this province. They were issued by the then Provincial Secretary (hon. Mr. Yaremko) I believe, in 1961, which I had intended to table as the basis for broadening META's role into that of programme contractor for the Toronto Metropolitan area under an arrangement evolved from that of Britain's Independent Television Authority. I actually do have the letters patent now, Mr. Chairman. I got them through the library. This formula, if you like the formula used by Britain's Independent Television Authority, would have been devised to secure maximum local identification and maximum diversity in Ontario's educational broadcasting over the public airways and cable. Such a plan would have seen similar bodies such as programme contractors in Niagara, in Ottawa-Carleton and in Thunder Bay, among other centres.

**Hon. Mr. Davis:** There is some local activity in Peterborough which we are interested in. Do not confine it to those.

**Mr. T. Reid:** There better well be.

**Hon. Mr. Davis:** There certainly is. There certainly is.

**Mr. T. Reid:** We will find out about Channel 19, which is a real case in point here.

**Hon. Mr. Davis:** It cannot be the real case in point, because you are making reference, Mr. Chairman, to four or five centres which obviously do not come under the range of Channel 19. At least my information is that channel—

**Mr. T. Reid:** As the hon. member for Peterborough pointed out yesterday, if we were to set up Channel 19 on a community participation and involvement basis on a formal structure, we would have a working model on which to base the operation of similar channels elsewhere in Ontario. This is why Channel 19 is probably the central issue in the whole discussion here.

**Hon. Mr. Davis:** Well, in your mind, but with respect, Mr. Chairman, I do not think it is. I think it is the old question of the evolution of television and how it is done. Channel 19 is nothing but a vehicle—

**Mr. T. Reid:** Channel 19 gives the Minister a monopoly over—

**Hon. Mr. Davis:** Well that, Mr. Chairman—

**Mr. T. Reid:** Mr. Chairman, I would like to continue if I have the floor, and ask the Minister—

**Hon. Mr. Davis:** You say that I have the monopoly. As a matter of personal privilege I would say, Mr. Chairman, the question of a monopoly in this day and age and in this province by a Minister, is just complete and utter nonsense.

**Mr. T. Reid:** Mr. Chairman, I am pleased to have that in the records, and I shall read the relevant copies of the CBC brief and the Minister's memorandum of agreement into the record, so that others can judge. A question I have about Mr. Yost's board, which has declined to have META's letters patent the subject of discussion today—or at least they would not provide us with the documents—and in terms of—

**Hon. Mr. Davis:** Mr. Chairman, on a point of order. If someone else is not going to raise it I am. Mr. Yost was here yesterday. He was here on one other occasion. He was not invited by the committee. There was reference made to him and his organization in a prepared press release which was made available before the ETV vote ever came before this committee. I am not sure this was too appropriate. He was called upon to give his points of view. He gave them. The members had a real opportunity to question them, and because they did not really coincide, or perhaps were somewhat deflating to the member for Scarborough East (Mr. T. Reid); I think it is inappropriate for him to now read into Mr. Yost's being here or not being here anything other than the fact that he simply is not here. It is not fair for this committee or any member of it to raise this issue.

**Mr. T. Reid:** Mr. Chairman, I will not refer to Mr. Yost again if I can help it other than to—

**Hon. Mr. Davis:** I said I do not think it fair—

**Mr. T. Reid:** —other than to quote his remarks as recorded in the *Hansard* of this meeting.

**Mr. A. K. Meen (York East):** On another point, Mr. Chairman. The member for Scarborough East is suggesting that there is something insidious about Mr. Yost's declining to



provide the letters patent. I would ask the hon. member if he would give up the deed to his house just because someone wanted to see it? One is entitled to go and get a copy as the hon. member obviously has now done. The hon. member has obtained a copy of the letters patent.

He could get one from the Provincial Secretary or the Minister of Financial and Commercial Affairs now if he wanted it. He has seen fit to get it through the library. There are obvious avenues where he could satisfy—

**Mr. T. Reid:** Mr. Chairman, I accept the—

**Mr. Meen:** There is no requirement whatever that Mr. Yost should turn over his letters patent, a quite valuable document in his possession—

**Mr. T. Reid:** Mr. Chairman, I accept the point of order from the hon. member. Mr. Chairman, let me return to the central core of the argument. It is simply this: there is some irony, I will try to put it in as sharp a focus as I can.

We have a situation, Mr. Chairman, where the Canadian Broadcasting Corporation, set up in 1930 to separate state and broadcasting in the public interest, is making an application on behalf of a government for a monopoly over one of those channels—Channel 19. It is a statement, or brief, to be presented and filed already with the CRTC from Mr. R. C. Fraser of the CBC. It is addressed to Mr. F. K. Foster, secretary to the Canadian Radio Television Commission, 100 Metcalfe Street, Ottawa. The letter says this:

Dear Mr. Foster:

Enclosed is an application by the CBC for authority to establish a new educational television station in Toronto, Ontario. The following documents are attached: two copies of DOC application form; 15 copies of CRTC application form; 14 copies of an engineering brief; 15 copies of a map showing A and B service contours of the proposed station, together with one copy of the same map for reproduction purposes. This application is being submitted in accordance with the request by letter of August 29 from the Under-Secretary of State to the President of the CBC, a copy of which is enclosed. The application has been prepared in close co-operation with The Ontario Department of Education and the federal government's educational broadcasting project group.

Please let us know if any additional information is required in connection with this application.

Yours sincerely,  
R. C. Fraser.

As I noted, Mr. Chairman, section 16 of the application reads as follows:

Does applicant propose to delegate any control of—

(the applicant being the CBC)

—and responsibility for the undertaking by way of (1) management contract or arrangement, (2) programme contract?

The answer here is checked off “Yes.”

If the answer is yes, include full details in schedule A attached.

Then we turn to schedule A, Mr. Chairman, and it says:

All of the programming for the proposed station would be provided by The Ontario Department of Education or an Ontario provincial authority in accordance with an agreement to be reached before the hearing.

Then we find out what that agreement is. That agreement is a little over three single-spaced pages and is entitled “Memorandum of provisions to be included in the agreement between the Canadian Broadcasting Corporation and the educational television branch of The Ontario Department of Education.”

**Hon. Mr. Davis:** Yes. Well, Mr. Chairman, I do not want to be technical but the hon. member has implied to the committee that there is a formal agreement between the CBC and The Department of Education relevant to the application. He now reads off, “A Memorandum of provisions to be included in an agreement.” My recollection of the matter is that the formal agreement with the CBC has not, in fact, been finalized *per se*. There have been some discussions. The material I think the hon. member is referring to is some of the material that is being considered. It will probably form part of the final agreement. I do not know who would sign it. I do not recall my having signed a formal agreement with the CBC at this particular moment in history.

**Mr. T. Reid:** I stand to be corrected, of course, Mr. Chairman. Schedule A of the CBC brief of September 2 states that—

**Hon. Mr. Davis:** —there is going to be an agreement.



**Mr. T. Reid:** —there will be an agreement before the hearing on the 27th.

**Hon. Mr. Davis:** Right. The agreement has not been finalized. There have been some very complicated and lengthy discussions. It is a very involved issue. There are a lot of details to be ironed out. So I just want to make it abundantly clear that what you are reading from is not the formalized memorandum of agreement, as I understand it, between the department and the CBC.

**Mr. T. Reid:** Do you want to classify this as a working paper, then, between the—

**Hon. Mr. Davis:** I do not even know that it goes quite that far. I think it is a letter indicating that these are some of the things, or material, where there has been some discussion. But it has not been finalized—this is the point, I think, that has to be made.

**Mr. T. Reid:** I find this very strange, Mr. Chairman, because I have been informed that the deadline for this memorandum of agreement between the Minister's department and the CBC is 5 p.m. tonight. Does the Minister not know that?

**Hon. Mr. Davis:** Mr. Chairman, I can only say that to the extent that the Minister has to execute any agreement of a formal nature with the CBC, I have not done it.

**Mr. T. Reid:** The Minister is aware that the application—

**Hon. Mr. Davis:** Yes. Mr. Chairman, I do not know how much time the committee wants to take—

**Mr. T. Reid:** No, this is very important, because if it is still open for debate, Mr. Chairman, then I think we can ask the questions that the member for Peterborough and I were asking yesterday about the extent of the involvement.

**Hon. Mr. Davis:** I think the questions themselves are in order, because whatever agreement is reached with the CBC is a matter that is obviously on-going. The station itself will not be constructed for a period of time and, as I told the hon. member yesterday, we are in the process of the establishment of an authority and obviously the agreement—and probably then it will be a very formal agreement—will be between the authority and the CBC.

You know, we did not select the CBC as our applying agency. This was given to us, really, by the federal government. This is a

point that has to be made. The CBC has become the agent for the federal government in lieu of the authority that was contemplated in the legislation that was withdrawn by the Secretary of State some two weeks ago. The other point that has to be made, Mr. Chairman—I am delighted the member for Scarborough East reads the legislation that has been withdrawn with such enthusiasm—

**Mr. T. Reid:** I do because I accept the definition of educational television of over a year ago—

**Hon. Mr. Davis:** Quite right—and, Mr. Chairman, the definition of educational television still has not been finalized. I think we went through this, for heaven's sake, on the very first day the committee met, when I indicated to the committee then that, not only myself, but the other Ministers of Education also have spent time within the last two weeks discussing these matters with the Secretary of State. At that time we proposed to him an altered definition of educational television, that we were very optimistic that in the final analysis some broader definition would in fact be accepted.

**Mr. T. Reid:** Right.

**Hon. Mr. Davis:** Right, and that is where it stands.

**Mr. T. Reid:** The first point, Mr. Chairman, is that the CBC application stated that there must be a formal agreement between the CBC and The Ontario Department of Education before the hearing on November 27. My understanding is the final date for all documents to be in is 5 p.m. this evening and so I just say to the Minister if he does not know whether or not this is the final document, I find this very confusing.

**Hon. Mr. Davis:** All I am saying, Mr. Chairman, is that whatever discussions have been held—and they have been held over a period of weeks now with the CBC, in order to expedite the hearing so we would be ready—whatever—as the hon. member for York East puts it—it is a sort of declaration of intent. There is no question that we are very close to some finality with respect to it. There is no formal agreement *per se* that has been executed. I also am informed that there is no 5 p.m. deadline that we know of. Now there may be a 5 p.m. deadline with respect—

**Mr. T. Reid:** Regulations of the CRTC.

**Hon. Mr. Davis:** All I am saying is that there is not a 5 p.m. deadline. It may be that

we will be dealing with some of these things when I go up to the hearing myself on November 25.

**Mr. T. Reid:** Right—

**Hon. Mr. Davis:** You see, there is nothing very—I mean it is complex—

**Mr. T. Reid:** The question is again a simple one. The Minister will have to reach an agreement with the CBC before he goes in—

**Hon. Mr. Davis:** They will not deal with us otherwise.

**Mr. T. Reid:** Fine and then I would like to make the members aware of some of the provisions in the present working document or letter of intent between the Minister's department and the CBC because if this is still flexible now is the time to get in the type of thing that we in the Opposition think should be part of that agreement. That is, of course, explicit community involvement.

Just let me read to the Minister what his own document states:

The first point is that for the purpose of this agreement the corporation shall mean the Canadian Broadcasting Corporation and the authority shall mean the authority designated from time to time by the Minister of Education for the province of Ontario.

So the authority in this memorandum agreement does not talk about the Minister of Education because it has not been set up. For the time being the purpose of this agreement is the Minister's department.

**Hon. Mr. Davis:** Quite right and the intent is and I am sure it is quite obvious to everybody if they really want to look at it objectively, fairly, with an open mind—is when the authority—

Interjection by an hon. member.

**Hon. Mr. Davis:** I hope so . . . that when the authority is established, it then becomes designated by the Minister and will stand instead of the department in the agreement with the CBC and with, perhaps eventually—if federal government ever intends to pursue legislation—with whatever federal agency is established exclusively for educational television. It is all relatively simple. It has all been worked out. This has been done and with, I think, some real degree of encouragement by the Secretary of State in a way to expedite these things because we have been hashing it and thrashing it around now for three years. This is the first time we are

now beginning to see some light and we are very optimistic that we will have some success on November 25. It is quite a breakthrough.

The other point that has to be made is that the agreement. . . . There will have to be, shall we say a consensus relative to the agreement with the CBC. No signing of the agreement need take place until the erection of the facility. In other words, there is a great deal of time to sort out any other mechanical problems that may appear. We think we have moved it along relatively well.

**Mr. T. Reid:** With due respect, Mr. Chairman, the schedule eight of the CBC brief states:

All the programming for the proposed station will be provided The Ontario Department of Education for an Ontario provincial authority in accordance with an agreement to be reached before the hearing.

The Minister says—

**Hon. Mr. Davis:** But not executed. There will be no question. We will arrive at some agreement with the CBC.

**Mr. T. Reid:** Will it be a formal agreement?

**Hon. Mr. Davis:** Yes, formal agreement, it will not be executed. I do not know that this makes any difference.

**Mr. T. Reid:** Can you unilaterally change it?

**Hon. Mr. Davis:** You cannot unilaterally but obviously if we find some improvement and the CBC finds some improvement and we find that there is agreement on this—we are going to do it. I would think that the definition for instance, may be part of any alteration between November 25 and when the transmission goes on air. The point that has to be made—you can interpret these things literally or you can interpret them in the spirit they are intended—but when the authority is established it will be responsible for the provision in one form or another of the material that is to be aired over Channel 19. That is, if the authority says to the department, "Here, you can have X number of hours," then the department has the responsibility of providing the material for the in-school broadcasts.

If we get into an adult education programme as a department we have this. If the Adult Education Association is involved then the authority will make some determinations as



to time. Somebody has to make some determinations. The regional authorities, whether it is META, Peterborough, what have you, will have allocations available to them. They too, I would think, from Mr. Yost's observations yesterday would continue with the production of programmes that are relevant to their particular constituency. As I informed him, we would borrow them—some members of the committee informed me we would purchase them. I think the latter is probably true. We could use them on a broader provincial basis.

I think there is some—and this applies to the universities—degree of understanding of what we are attempting to do by those who are involved.

**Mr. T. Reid:** The public wants to be involved—

**Hon. Mr. Davis:** I am delighted if the public is involved.

**Mr. T. Reid:** Now they are becoming very involved. The fact is accepted—the Minister has stated again and he stated I believe 1½ years ago that he is going to establish an educational television authority which will be different from the branch within his own department. Today he has made that statement and it is fine despite the fact that the people who will have charge, who will be the authority, are the top officials in his own department.

**Hon. Mr. Davis:** That is not correct at all. The hon. member has no idea whatsoever of who shall be the authority. In the interim period of time we have to name somebody, the CBC and the CRTC require this. When the authority is established and is designated as such by the Minister as that agency responsible for educational television in the province of Ontario, the determination then as to who constitutes the authority will be provided by the legislation and, of course, the agreement then is between that authority and the CBC. The operation of the channel then becomes a matter to be determined at that point. Is that not relatively simple?

Interjections by hon. members.

**Mr. T. Reid:** I raise a very basic point and we have asked it before. Would it have been that difficult for the Minister to set up the educational television authority six months ago and name the people to it? Have someone from the library board, have some of the teachers on it, have Mr. Yost on it, have other members of the community on it

and even some members of his own department, who might resign from his department to become some of the officials on the authority. Would it not have been easier to—

**Hon. Mr. Davis:** No, no, no question that there was a certain piece of legislation having had first reading and perhaps second reading before the federal House which contemplated the establishment of a federal agency. I think there was some merit in just seeing what shape, what form this federal agency would take because we really did not need basically the authority at this point. When the decision was made two weeks ago, and that is how recent it was, the federal government had determined that they would not go ahead with their authority. We know now that whatever legislation we develop—and incidentally it is drafted and has been for some time—that we need not take into account, more than likely, what might have been a federal agency. We know now that we will be dealing with the CBC, and to me it made very good sense to predicate what we were doing based on what the federal government's position was going to be in case there had to be some relationship. All I am saying to the hon. member is that you know the licence may be issued hopefully on November 25 and optimistically may go into operation next fall or some time later than that and in the intervening period of time we can so structure the authority as we think to satisfy the genuine interests of the people who are involved. I really think it is a relatively logical way of doing it.

**Mr. T. Reid:** Are there disadvantages?

**Hon. Mr. Davis:** No, there are always disadvantages—

**Mr. T. Reid:** Name some of the disadvantages.

**Hon. Mr. Davis:** Well they do not suit you—

**Mr. T. Reid:** No, of course, they do not—

**Hon. Mr. Davis:** Oh well, that is—

**Mr. T. Reid:** —and my recommendations do not suit you so we agree to disagree—

**Hon. Mr. Davis:** Right.

**Mr. T. Reid:** —and I want to have it spelt out that there are alternative methods of handling your department, right? That is my job—



Hon. Mr. Davis: I am sure there are many.

Mr. T. Reid: I would like to spell out just one simple disadvantage before the Minister starts. That disadvantage is that the people who occupy the top management positions in the authority so designated by the Minister from time to time, the people who will be in charge of the forward planning, and planning in ETV must go ahead at least a year or two years ahead of time. These will be the men from his own department.

Hon. Mr. Davis: No.

Mr. T. Reid: There is no problem with that—

Hon. Mr. Davis: This is not actually correct either because—

Mr. T. Reid: —Chief Executive Officer and Director of Programmes K. G. L. Bowman, Superintendent of—

Hon. Mr. Davis: Mr. Chairman—

Mr. T. Reid: —Administration and Operations. J. Ross, Superintendent of Education; E. J. Cook, Superintendent of Creative Services and Development. I could go on.

Hon. Mr. Davis: Yes. Very talented people and many of them will be involved. I make this observation which should have been obvious to the hon. member. When the Authority is established and there is a board, whatever it is called, that has the responsibility for the determination of their personnel, then they will make the determination, and not the department as to who those individuals will be who will be technically responsible for the operation of Channel 19. It will be within the legal jurisdiction of the authority—

Mr. T. Reid: That is fine, but the Minister—

Hon. Mr. Davis: They may or may not be former employees of the ETVO branch. I would think a number of them will—

Mr. T. Reid: I would think certainly a number of them will, because many of them are very talented people—

Hon. Mr. Davis: But they are still under the direction of a board, and I think I can go this far: as far as the legislation is concerned—I have said it before—it will be a representative board.

Mr. T. Reid: Representative of what?

Hon. Mr. Davis: Of the total community to the extent that—with a practical number—you can have representation of the total community. The board will not be composed entirely of—

Mr. T. Reid: Will a chairman be appointed by the Minister?

Hon. Mr. Davis: I think that would be very wise—or by the Lieutenant-Governor in Council. I mean, who else?

An hon. member: Does that make any difference?

Hon. Mr. Davis: There is a big difference—

Mr. T. Reid: And would the secretary to the authority be a Deputy Minister in the Minister's office, or in the—

Hon. Mr. Davis: The secretary of the authority probably would be a person hired by the authority. I am just guessing at this.

Mr. T. Reid: It would not be like the University Affairs Committee?

Hon. Mr. Davis: No.

Mr. T. Reid: It would be really independent?

Hon. Mr. Davis: Mr. Chairman, it is independent to the extent that any body that is receiving 100 per cent public financing can be independent.

Mr. T. Reid: Would the authority report to the standing committee on education?

Hon. Mr. Davis: As far as I am concerned, sir, I would be delighted to have the authority, when it is established, meet with the Standing Committee on Education with some degree of regularity.

Mr. T. Reid: Mr. Chairman, I will leave this point with the conclusion of my remark about one of the disadvantages of the Minister's way of handling this, and that is that if you put in your own top departmental people to these top management positions, that they will determine the priorities. . . . Just let me finish, you have had your say—

Hon. Mr. Davis: I have not said a word—

Mr. T. Reid: No, but you are working up towards it.

Hon. Mr. Davis: I was not. I just have to explain to the hon. member. I was looking at—

Mr. T. Reid: Let me finish my—

Hon. Mr. Davis: I was looking at London—2500 megahertz January 19—

Mr. T. Reid: I would like to finish my sentence if I could—

Hon. Mr. Davis: You said I was going to interrupt you and I was not.

Mr. T. Reid: So you did, so I was right—

Hon. Mr. Davis: No, no, you said I—

Interjections by hon. members.

Hon. Mr. Davis: You anticipated. Please go ahead.

Mr. T. Reid: The point is very simple: that in any organization, the people who get into the senior management position at the beginning, determine the philosophy, determine the priorities, determine what the content will be, determine the basis of the relationship with the rest of the community. That gives them a big foot in the door. If the Minister had set up his independent television authority even three or four months ago, or even one month ago, and named people from the community—from the community libraries; from the teaching profession, primary and secondary; had got Alan Thomas and the Adult Education Association on it—

Hon. Mr. Davis: Do not get me too many please. I have got to have some limit on the total numbers.

Mr. T. Reid: —and even let the Minister have one or two for himself—

Hon. Mr. Davis: Thank you very much.

Mr. T. Reid: If the authority had been set up three months ago then the authority could, at the same time as the Minister is getting the licence or the CBC is getting the licence on behalf of the Minister and the government, have been choosing the top management people. They could have been interviewing people on Schedule 12 of the CBC application—choosing the people they feel have a community view of educational television, as opposed to some other type of view. I suggest that we will now have, if this goes through, a very good authority over Channel 19 six or seven months from now, and the top management people who will have gotten there first will have determined the priorities, the relationships.

I say there was an alternative way of doing it. Maybe there are disadvantages to doing

it the way I have suggested—certainly there would have been disadvantages. I suggest that one of the fundamental disadvantages is that the Minister's staff people have gone in, and they will be, in effect, determining the programme priorities and so forth of Channel 19 from the very beginning. I will leave this now. It is a difference of opinion. Perhaps you can understand this?

The other reason why we feel that the authority should be created now and should have been created at least two months ago, is that the Minister's draft memorandum of agreement states that no programme will be transmitted through the facilities of Channel 19 unless it has been provided by the authority. I will not hammer that one any harder. I simply say that until that authority represents the community, I have little faith in that type of monopoly over Channel 19.

There is also a section in the Minister's so-called draft—memorandum of agreement—on limitation and use of facilities. It says this:

It is understood and agreed that the licence to be granted to the corporation for Channel 19 will limit the use of the transmission facilities to the transmission of educational programmes. For the purposes of this agreement, educational programmes shall mean those authorized by the conditions of the said licence.

I gather that the whole discussion about what is educational programming and what is not will continue even after the Minister, hopefully, gets his licence through the CBC.

Hon. Mr. Davis: It may be—and I say may be—that when the hearing is held later this month, on the issuance of the licence then—if it is issued—they will come down with a definition of educational television. The point being this: there are X number of hours available. There have been those who have suggested that you could combine on the short term—and it was a short term suggestion, it goes back some six or seven months—some commercial utilization of the UHF Channel 19 facilities.

You would have an in-school programme until 5 p.m. then if you did not have the hours available you could have a beer ad from 5:05 p.m. to 5:10 p.m. or something of this kind. What we are saying is that the facility should be—and we have a very broad definition of education and this principle now has been accepted by the Secretary of State—for educational purposes. There is no need to divide it between education and some commercial usage, such as Sunday afternoon



football games and so on: I might define that as being educational. You might. But—

**Mr. T. Reid:** Drag strips are educational—

**Hon. Mr. Davis:** Yes. Somebody said that the other day. But I mean, this was the type of discussion that was held, as to how you could confine it in the general terms of education, as I say, to the exclusion of profit-making commercial approaches. Once they get this, and they get certain times, and the Secretary of State himself recognized this, then, as the need expands for the educational community, to move people out of these times is a very tough thing to do.

**Mr. T. Reid:** Thank you. I am glad to see that is still open. In the Minister's draft memorandum of agreement with the CBC it states this:

It is recognized that all programmes transmitted through the facilities of Channel 19 will be the property of the authority.

Of course, the authority for purposes here are the people so named by the Minister. This gets back to programmes prepared by META, for example, particularly the 60 or 70 original educational programmes that are prepared each year—

**Hon. Mr. Davis:** Mr. Chairman, the document is not quite updated. I think you will find it does not exist quite like that. I do not know how recently you obtained this from the CBC offices in Ottawa, but it does not exist in that particular—in Toronto. Well it is not quite like that.

**Mr. T. Reid:** Right. But, Mr. Chairman, this gets back to what I think is a fundamental point of privilege as a member of this legislature: That educational television may be decreasing in importance through media facilities such as Channel 19, but it is still very important. And yet we have not been able to debate this, other than this rather nasty horrendous way that I have brought it out. Surely we should be able to—

**Hon. Mr. Davis:** Mr. Chairman, all the hon. member has to do is ask me the things he wants to know. I will try to get them for him as accurately as I can. You have given me some 10, 12, 15 questions here. We have answers for you.

**Mr. T. Reid:** Then could the Minister in this specific regard let us know how that section under rights has been changed. Will META still have the ownership rights over the original programmes that they prepare,

or is the Minister simply going to say, "META, if you want your programmes shown over Channel 19 you are going to have to sell them to us." It has to sell them to us. This is the only way you can get them.

**Hon. Mr. Davis:** No, we're not that anxious to buy. Just a second, I may even get you the exact wording.

**Mr. T. Reid:** Well, wouldn't it be nice if you could table your latest memorandum of agreement?

**Hon. Mr. Davis:** Mr. Chairman, all one has to do—it is not a memorandum of agreement, and these negotiations are going on every day, and probably will until the 26th November.

**Mr. T. Reid:** All right, I started off with November 27.

**Hon. Mr. Davis:** Yes, well we're up to November 25.

**Mr. T. Reid:** It is under "Rights".

**Hon. Mr. Davis:** "The authority shall be responsible for obtaining"—and I want to make this abundently clear too—right. Okay? Understood?

**Mr. T. Reid:** Understood.

**Hon. Mr. Davis:** I guess there has to be notice. All right.

The authority shall be responsible for obtaining all necessary rights and clearances for all programmes supplied by it for transmission through the facilities of Channel 19—

I think the hon. member will recognize that this is also for the protection of the CBC. In other words, we have to satisfy them, or the authority does, that we have the rights to some of the programmes that are obtained for transmission. It works both ways. You see, the CBC is getting the licence—this is the very different and unusual part of it—and yet they are in the position where they have to exercise a certain amount of good faith in us—and when I say that, I mean the province—because they are technically responsible—

**Mr. T. P. Reid (Rainy River):** They must be endowed with a great deal of faith—

**Hon. Mr. Davis:** Well, you know that is what life is made up of. Is it not?

Interjections by hon. members.



**Hon. Mr. Davis:** I have not quite finished—  
Interjections by hon. members.

**Mr. Chairman:** Order, please.

**Mr. T. P. Reid:** —was made privy to these—

**Hon. Mr. Davis:** There have been discussions with META. They have read, as I understand it, and you would have to get this from Mr. Yost—this is my impression from what he said yesterday—they have read the basic brief to the CRTC.

**Mr. T. P. Reid:** Well, he is not quite as naive as he says when he says he is taking all this on faith, then.

**Hon. Mr. Davis:** Well, no, he is taking—

**Mr. T. P. Reid:** That is a little different story.

**Hon. Mr. Davis:** No, he is taking it on the basis that when we say something and we are going to do it, like other departments of this government, we do it.

Let us not be so cynical. The authority agrees to consult with the corporation concerning acquisition by the authority of the required music performance rights in order to ensure adoption of procedures which will satisfy the needs of both parties in carrying out their responsibilities hereunder. Now, I would gather, Mr. Chairman, this relates to certain legal problems relative maybe to copy-right or what have you, or something of this kind. Okay?

**Mr. T. Reid:** . . . right to Channel 19, but does not have to sell you their canned programmes.

**Hon. Mr. Davis:** No.

**Mr. T. Reid:** No. Well I am glad to see that change. There are so many points in this, Mr. Chairman, I would like to go on with two or three other small points.

The Minister said yesterday, if I read the carbon copy correctly, that discussions with META, universities—well, the tone of it—I have to check it out carefully—my understanding was that the Minister said, on pages 201-4 of the typed carbon copy of *Hansard*, that he has discussed this with many universities and he has guaranteed them that they will participate in the use of time on Channel 19. He said also, Mr. Chairman, on pages 201-3 and 201-6, that in the CBC's brief to the CRTC, which he called the department's application by mistake, that there was specific reference to regional opera-

tions, there was specific reference to involvement of the regional authorities in the university. I have read the CBC brief, hurriedly, because I only got it about an hour ago or so, and I find absolutely no reference to what the Minister said was in the brief.

**Hon. Mr. Davis:** Mr. Chairman, I hope we are all reading from the same thing.

**Mr. T. Reid:** I will table my copy.

**Hon. Mr. Davis:** I cannot table mine. As I say, it is a public document. Anything we have or the CBC has, if they want to release it, or the CRTC, that is fine. Our understanding is that this must be their responsibility, not ours, but I think I can read what we have said, and there is a fair amount of preamble:

The results of these discussions will supply further resources to meet the needs for regional programming . . .

That includes Peterborough situations, possibly elsewhere, META, and so on,

programmes for the universities, and educational programmes for the adult audience.

**Mr. T. Reid:** Could the Minister let me know which document he is reading from?

**Hon. Mr. Davis:** Schedule 22. I would assume this is probably what Mr. Yost was referring to when he mentioned it last night.

**Mr. T. Reid:** Mr. Chairman, I think it is good to have that on the record again. That it is in Schedule 22. I will check it over very quickly to see. I know it is there.

Mr. Chairman, just to conclude my remarks on this part of ETV—I expect my colleagues to get in on this. The way we in Opposition would have handled this, and this is based on not having a big civil service to help us—is that we would have gone ahead and established the educational television authority before November 25, at which time the CBC's application will go before the CRTC. The reason for this would have been, I think, that by having an authority set up, or having the Bill at least in first reading in the House so that everyone could see it, that we would know to what extent—and this is the real issue—to what extent people other than the Minister's own department would be involved in the decisions relating to Channel 19.

In other words, are there going to be 25 members of the authority, would 12 be appointed by the Minister, or two appointed

by the Minister, or, as the Minister says, the Lieutenant-Governor in council? But what arrangements would be made to get the representation of the teaching profession, the adult education groups or agriculture people or the trade unions on that authority, if it is for all of Ontario. In other words, if he had introduced his bill for the independent educational authority before now I think he would have reassured an awful lot of people in this province as to the specifics of that authority. I suggest, Mr. Chairman, that—I state this quite bluntly—without knowledge and only from the basis of argument that if the Minister now had his educational television authority set up, or had stated his intention on the involvement of the community in that authority, the federal government might have been more willing to have a broader definition of educational television than is now the case—

**Hon. Mr. Davis:** Mr. Chairman, I will put it to the hon. member that we have had a number of discussions going back some months with the federal authorities, and whether we had or did not have an educational, or what we call a communications authority in this province, had no bearing whatsoever on their approach to a definition—none whatsoever. I think if the Secretary of State were here, he would—well I cannot quote him. I think you would be surprised that one would even think—

**Mr. T. Reid:** Remember what I said about Mr. Yost?

**Hon. Mr. Davis:** Right, I would not quote Mr. Pelletier here. That would be unfair.

**Mr. T. Reid:** I would finally just point out that the CBC proposal to the CRTC is, in fact, a very detailed brief. For example it has a proposed programme schedule for 1970-1971 for Channel 19, Toronto. We find pre-school programmes, we have adult programmes, university programmes, pre-school, adult teacher, university and so forth. In other words, it looks as though there is already a very well worked out plan for the operation of Channel 19, which I suppose was one of the conditions for making the application to the CRTC. I say again that it is a pity that there was not more community involvement, more representation in a formal way, by the people who will be concerned with this, in this setting up of the proposed schedule. Mr. Chairman, I would like to table a number of documents with the committee. The first item I would like to table is the application by the CBC for

authority to establish a new educational television station in Toronto, Ontario, with the documents I noted earlier. The application was prepared in close co-operation with The Ontario Department of Education.

**Hon. Mr. Davis:** Yes, would you please note too, through you to the hon. member, Mr. Chairman, that one of the documents the hon. member is tabling is the one that he suggested was the formal agreement between—

**Mr. T. Reid:** That is the document I was just about to table.

**Hon. Mr. Davis:** Fine. Well, just as long as we properly identify it.

**Mr. T. Reid:** The next document I would like to table, Mr. Chairman—

Interjections by hon. members.

**Mr. T. Reid:** Let me just title it this way: "Memorandum". Sorry. Would "draft memorandum"—

**Hon. Mr. Davis:** Right, but there has been another draft since then, and there may be another one after the one that I just referred to.

**Mr. T. Reid:** I will table the one I have.

**Hon. Mr. Davis:** All right.

**Mr. T. Reid:** It is on "Leader of the Opposition" stationery, so there can be no confusion about where it came from. It is a draft memorandum—

**Hon. Mr. Davis:** You know, I could say something facetious right now, but I will not, Mr. Chairman.

**Mr. T. Reid:** It is a "draft memorandum of provisions to be included in the agreement between the Canadian Broadcasting Corporation and the educational television branch of The Ontario Department of Education." I would like to table also at this time the letters patent between the province of Ontario and the Metropolitan Educational Television Association of Toronto, Mr. Chairman. The final bit I have to say on this is that I still disagree very strongly with the actions of the Minister, and I would like to inform him that a telegram has been sent to Mr. F. K. Foster, Secretary of the Canadian Radio Television Commission, Berger Building, 100 Metcalfe Street, Room 163, Ottawa 4, Ontario. It is dated Thursday November 13, 1969, Toronto, time 15.00 hours EST. The telegram is from a private



citizen, Clifford Brown, 953 Pharmacy Avenue, Scarborough, Ontario. The telegram reads as follows:

I HEREBY INTERVENE AS A PRIVATE CITIZEN IN THE APPLICATION OF THE CANADIAN BROADCASTING CORPORATION TO BE LICENCEE OF CHANNEL 19 TORONTO AS PER LETTER SIGNED BY R. C. FRASER, CANADIAN BROADCASTING CORPORATION, P. O. BOX 478, TERMINAL A, TORONTO 2, ONTARIO, IN RESPONSE TO THE REQUEST BY LETTER OF AUGUST 29TH, 1969 BY THE UNDER-SECRETARY OF STATE: TO OBJECT TO THE GRANTING OF SUCH LICENCE OR AUTHORIZATION TO PROCEED WITH THE CONSTRUCTION OF THE STATION IN ADVANCE OF AN AGREED DEFINITION OF EDUCATIONAL PROGRAMMES AND BEFORE THE LEGISLATION ENABLING THE DEPARTMENT OF EDUCATION TO PROCEED IN THIS MATTER HAS BEEN TABLED AND DEALT WITH IN THE ONTARIO LEGISLATURE, IN THE BELIEF THAT SUCH APPLICATION IS NOT IN THE PUBLIC INTEREST AT THIS TIME.

Hon. Mr. Davis: Mr. Chairman, really should that not have been on the stationery of the leader of the Opposition too?

Mr. T. Reid: No, I will send a copy to the Minister.

Hon. Mr. Davis: No, but I mean the telegram itself.

Mr. T. Reid: The telegram itself is on very inexpensive paper, badly duplicated.

Mr. E. W. Martel (Sudbury East): That is to be expected.

Mr. T. Reid: I do not think it was sent overnight.

Interjections by hon. members.

Mr. W. Pitman (Peterborough): Mr. Chairman, I would like to make one or two comments and perhaps also to try and understand all the technological gobbledygook which we have got in regard to educational television in the last few hours. I do not pretend to understand exactly where we stand. It is like watching a merry-go-round. You are not quite sure exactly at what point we are watching it go past. I do want to say one thing about the authority. I am terribly concerned. The authority, I take it, will be concerned with the total educational television across Ontario. It will, I suspect, then be dealing and regulating the role of the ETV branch of The Department of Education. It will also be regulating the roles of META as an example of a regional, you might say community, ETV organization from Toronto and one would expect a whole series

of regional educational television community developments. I mean by that there—

Hon. Mr. Davis: There will be others. The only point I would make is that one should not once again raise the level of expectation that we are going to have 50 of these. These are pretty expensive sort of situations—

Mr. Pitman: But there will be various regions that will be—

Hon. Mr. Davis: Yes, quite.

Mr. Pitman: —attempting to provide a community—

Hon. Mr. Davis: But not one for every 85 county boards.

Mr. Pitman: I was going to venture that later on. I would not expect that that would be the case, but within these regional bodies one would expect that the university or the community college, possibly—

Hon. Mr. Davis: Not necessarily.

Mr. Pitman: The local boards, would be co-operating within that—

Hon. Mr. Davis: Could, could, but we are thinking ahead here. These things are all subject to change, and our thinking of them has not crystallized at all. But let us say the Metro area is a region, we see the involvement of META with its constituency which at this moment is a number of boards, and so on. Perhaps there is a very valid place for the universities, and perhaps the community colleges and Ryerson to be considered separate and apart from META as far as utilization of Channel 19 is concerned. I do not know. In other words, the only point I want to make is that the regional authorities may not in all areas be sufficient.

Mr. Pitman: How far will Channel 19 be transmitting?

Hon. Mr. Davis: Probably as far as St. Catharines on the south-west, to Hamilton, and Oshawa on the east. We will not hit Peterborough. We will take in Brampton.

Mr. Pitman: Could I ask the Minister if it is expected that other UHF channels will be set up at various points throughout the province? Is that the idea, or do you have one station?

Hon. Mr. Davis: No, no. There will be a number and whether it is done—who knows what the technology will be even two years from now—by UHF, VHF, relay, cable, and



so on, we are at least developing a system that can be flexible enough to accommodate any of these changes. But I mean it would not all stem from Channel 19.

Mr. Martel: Would not Sudbury have any?

Hon. Mr. Davis: Sudbury will have some.

Mr. Pitman: I am sure that I speak for the hon. member for Sudbury East (Mr. Martel). When you come to pick those who are to play a role on the authority which will be directing the whole thrust of educational television over the next few years, will you please find people that are outside Toronto? I think that one of the things that infuriates the people across this province is the fact that everything seems to begin and end just north of 401. I think that if the educational authority is going to really be respected, and is going to be accepted across Ontario you are going to have to have people of competence and I would hope people of some understanding about television and what its role can be in a modern society. But for heaven's sake, let us have some people from outside Metropolitan Toronto. This expresses a personal feeling, although perhaps it is a result of discussions, but I am not terribly concerned about political control. I do not think the Minister can find that many people who can be used, you might say, to create a political—

Hon. Mr. Davis: I thought you were going to say that you did not think the Minister would even contemplate it.

Mr. Pitman: Well, I—

Interjections by hon. members.

Mr. Pitman: We have seen your publications.

Hon. Mr. Davis: But I would say this to you. I agree. I think that some of us tend to underestimate the capacity of the profession and the students and the public—

Mr. Pitman: I was going to say that. All hell would break loose.

Hon. Mr. Davis: Exactly. This is why to me it is a very fictitious issue. I am glad you said so.

Mr. Pitman: I am not saying it to make you glad.

Hon. Mr. Davis: No, I know—

Mr. Pitman: But I do want to say that I am more concerned about competence and

understanding than I am worried about political—

Hon. Mr. Davis: Quality of programmes, and so on. Right.

Mr. Pitman: Yes, Mr. Chairman, quality of programmes, and also perhaps a clear idea of exactly what educational television should be all about. Perhaps I will come to that in a moment. I want to say something more about this, though I think we have talked a great deal about Channel 19. Of course it is ultra high frequency. My very limited understanding of this is that Channel 19 cannot be received on an ordinary television set. You either have to have it piped in by cable or you have to have an adapter. It is converted so that it cannot be used. I understand that this costs \$50 or something like this to have it converted. If you have cable I understand it costs \$50 a year. One of the things that really bothers me is if we start to concentrate ETV through the UHF station, what is going to happen to adult education, and particularly pre-school education?

Hon. Mr. Davis: I do not pretend to be completely knowledgeable in the technological area of it either, but even if we had Channel 19, there is nothing to prevent the utilization of cable, if it makes sense. We cannot get VHF. This, in the Metro area, is out. But cable—the 2500 megahertz system or any other approach for the dissemination of material can be accommodated to whatever plans we have, so that we can get as broad a coverage as one can get.

Mr. Pitman: If I might just—

Hon. Mr. Davis: With the exception of VHF. Now there may be some VHF channels elsewhere in the province that might be utilized for educational television purposes, but in the Metro area we are restricted.

Mr. Pitman: I wonder about this whole problem, because it seems to me that a certain degree of VHF time is terribly important. It appears to me that the people who are getting first choice, who are getting top priority in educational television, are strangely enough, of course, the well-to-do who can either afford to adapt their sets to the ultra-high frequency or are the urban people who are able to tie into a cable system. It seems strange again that here we are once again, the poor are the disadvantaged, as are those in rural areas disadvantaged. They are the ones who are going to get the least amount of service, and here

we come back again to this whole mess, which I consider is emanating right from the definition of educational broadcasting in this Act—is being withdrawn. I cannot say more strongly how much I disagree with educational television as it is suggested here, because I think not only does it allow the kind of distortion whereby we are now hiding educational television into UHF and into various other forms of technology which make it less available to those people who need it most. Here again, I come to the point that I think educational television is far more than just programmes for school children. I might just read the parts that bother me and anger me more than anything else: educational programmes, and I am repeating what has been stated here, means programmes to be designed to be presented in a structured context. Of course, educational television is unstructured. Much of it—

**Hon. Mr. Davis:** This was really the main thrust of our objections, you know. Even the word “structured” if it had been left out—

**Mr. Pitman:** Right.

**Hon. Mr. Davis:** —we might have worked something out.

**Mr. Pitman:** Dead wrong, and to provide a continuity of learning content is in our—educational television is not essentially concerned with content. In fact this is perhaps one of the things which we should be taking a look at. We look at what television is all about. It is not concerned with getting information to people. A systematic acquisition is involved and if there is anything education is not, it is systematic. One only has to look at a kid who is looking at a television set, and he is getting a mass of impressions from all kinds of, what we would call, subject boxes. I think it is one of the most unfortunate things that happened to educational television.

**Hon. Mr. Davis:** It is not for me to defend the federal government, far be it, but that is not the definition that we anticipate will be used in the final analysis.

**Mr. Pitman:** What bothers me is that this definition, I think in many cases is being read into what is going on in educational television and being used to justify what is going on, is the hiding of educational television into ultra-high frequency.

**Hon. Mr. Davis:** No, I do not think this, once again. . . . We would be delighted to have UHF but, you know, if it is technically not possible in this particular area—

**Mr. Pitman:** Or is it commercially not possible, is that the problem?

**Hon. Mr. Davis:** Well, I cannot say. There are no VHF channels left. I would not know whether you could juggle around existing channels. I could not get into this, but there is no existing VHF channel. The point that I think perhaps you are aware of is that the regulations are now that receivers must have the UHF or the—

**Mr. Pitman:** Here again though, it is the people who are going to get the first crack are not going to be the people who need it most. They need adult education programmes desperately. They should make use of educational television, provide people with an opportunity to tune into a society which is confusing them, which is alienating them. If we need anything, we need educational television for parents. I am not going to go over some of the arguments we have talked about in relation to parental involvement.

This, I think, is the perfect medium for bringing across to the parent who right now stands confused and alienated and angry about the school system. What is going on in the school? If we are going to have parental involvement, the first thing, of course, is the information gap that has to be overcome. I think educational television has this opportunity, but here again, it will be the well-to-do, it will be the urban dwellers who have the opportunity of covering this gap. The people who are the angriest are in many cases the disadvantaged parents. They are the ones who are not going to get this or going to have this opportunity. It seems to me that there are so many paths that are being blocked by this emphasis on ultra-high frequency.

**Hon. Mr. Davis:** The only alternative, Mr. Chairman, through you to the hon. member for Peterborough, is you know, not to have it here in the Metro Toronto area.

**Mr. Pitman:** I would not suggest that as the alternative. What efforts have been made—I suppose this is at the federal level—to create some kind of Cable Canada, some kind of tying in of all the cable in Ontario, we have the control—

**Hon. Mr. Davis:** Let us take the Metro area, where the, as I understand it, the only outlet available is UHF. There are about 54 cable companies now in this area that will be served by Channel 19, I think about 54.



**Mr. Pitman:** So you would think that UHF will get a fairly wide—

**Hon. Mr. Davis:** I do not think there is any doubt about this. All new receivers have UHF, and you know, there is a fair degree of turnover. It varies from about \$15 to \$50 to have the sets altered. I am not minimizing the expenditure of \$15 but—

**Mr. Pitman:** It is pretty considerable to a person who is on welfare. That is the \$15 which just will not be found. So what you have, strangely enough, is the continued path of nonsense going to the people who are the deprived, and people who are going to be able to receive the quality programmes from ETV are going to be the better off. It seems to me this is an unfortunate direction in which educational television should blast off on this opportunity it now has. I just bring this to the Minister's attention. I do not know what compensatory programmes. . . . Perhaps there are other ways that we have to compensate until educational television is given the opportunities which it should have in this country.

I think that it is so unfortunate they started off with educational television in its narrowest sense. I read again this almost obsession with, in this Act, with enrolling people for examination purposes. I think that if there is anything which is inappropriate to educational television this is it.

The second thing I would like to talk about just for a moment is just really what educational television is all about. It seems to me this is a many-splendoured device. It seems to me that there has not been enough thought on really how educational television relates to the organization of curriculum and indeed the administration of the school system. I would like to see . . . I am sure we are not going to see it before Channel 19 is in operation, but I would like to see it very soon—a really thoughtful response on the part of the ETV branch, on the part of every single area, as to what really to expect from educational television. What they are trying to do? What is the philosophy of education? I am almost afraid to use that term in this committee now—what the philosophy of educational television is. We started off, I think, in the past, in looking upon educational television as some kind of adjunct to the textbook. Some educators have used it as a kind of fun hour, you know, to entertain the kids, to jolly them up, to keep them quiet. Other people have suggested this is the way we solve—

**Hon. Mr. Davis:** I do not see parents who—

**Mr. Pitman:** The Minister brings in a very good point, and this is one of the great, great difficulties in using educational television, because you might say, the Americanization of television makes it such a massive part of the entertainment industry of the United States. Of course, it affects Canada. This is one of the problems that we face in educational television—having kids recognize it as a source of education in its widest sense. I think in many cases we have to break down much of the blockage that takes place as a result of the way in which education has been used. I really want to see come out of this Ministry and from this Minister a response as to really how he sees educational television. What he sees happened into the curriculum as a result of the full use of educational television.

We have artists who have hardly begun in this area. One of the most depressing reports I have ever seen was one that came out just a few months ago. I think it was done by META indicating how much educational television was received by the average student in the Metro area. It turned out to be something like one hour, I think, per month, or some terrible, some awful figure, which, of course, indicates that most of our efforts up until now have been in the production area. But it is in the reception area that the real problems exist. Now, one can only—

**Hon. Mr. Davis:** In the transmission really—

**Mr. Pitman:** Transmission and reception, yes. I think the Minister would also agree—

**Hon. Mr. Davis:** And reception, yes, both.

**Mr. Pitman:** —that the Minister is not highly responsive to some of the needs within the school in terms of other than television sets, other forms of hardware which are necessary before you can really fully utilize educational television. One would hope that his grants will now make this possible, seeing that this other direction has been taken, perhaps he might want to comment on the plans he has to educationally televisionize, I might say, the educational system. But I go back to this other point I was, you might, say struggling to make, and that is we have not thought out our teacher-education programmes, as to what really educational television can do to revolutionize the curriculum. How we can handle disciplinary approaches, how educational television can provide a focus for a whole period of time in the school system. As I mentioned before, how it can actually change the administration of a



school, if the television set does become paramount and central—I am not taking away from the role of the teacher here. I am suggesting that the teacher and the television set have to be somehow wedded—that is rather an unfortunate term—but somehow we have to relate what is done by the teacher and the television set.

We have not really done this yet. I have not seen too much taking place at the teachers' college level. This bothers me, because I think that too often by starting off with the wrong foot we undermine what can be done by educational television. I have seen, for example, in other jurisdictions and in this one, the use of film on television. When educational television began and particularly with the very little budget that existed at that time, there was very little money to try and make educational television programmes. As a result we found films being put on and one of the most humorous examples I think of sheer educational chaos took place when on one programme they had two films shown. One was on the rise of the Roman Empire, and the other was on the fall of the Roman Empire. Unfortunately the film that they used, used the same actors, in the film of the rise and the fall, and after the class was over my—

**Hon. Mr. Davis:** It shows how events are expedited on television.

**Mr. Pitman:** Well, sir, it gave them the impression that the rise and fall of Rome had taken place within a very few days. So I do say that there can be some pretty ham-handed kind of activity go on in the name of education. What I am particularly concerned about, if I might transfer this down to particulars, we have, I think, as the Minister says, been thinking our way through the organization of educational television in Ontario. Certainly Channel 19 in this area is going to have its place and other UHF channels in other parts of Ontario will have their place. We are going to have regional conglomerations of various groups. We are going to have in-school television, live television going on within schools—

**Hon. Mr. Davis:** You are not supporting conglomerates.

**Mr. Pitman:** I meant conglomerations of users—

**Hon. Mr. Davis:** Oh, I see.

**Mr. Pitman:** —within educational television. But what is bothering me is that we have

not really worked out a philosophy for what educational television is for, what it does, what it does to young people, how they can relate, how they can become involved and how indeed they can start making and becoming a part of the development of educational television. It might not be a bad idea if we got some students on this television authority. Just put one or two students on it. I would suggest one or two who have been in the META and Toronto area and who have seen educational television in some of its most horrible examples as I have just described. Perhaps some of them have seen to what extent educational television has been criticized rather thoroughly by some people, not by the hon. member for Peterborough I think I might say on this occasion. But I think that what is being done in all fairness in the ETV branch has been first-class stuff. There have been some very good programmes. But I would say, and I am with the hon. member for Scarborough East here, that when he has done the best kind of thing, it has been when he has jumped out of a specific subject box, when he has stopped trying to provide an adjunct to a section in the curriculum. When he has not tried to do something which the teacher can use for a half-an-hour to get a breathing space, when he has not tried to provide, as you might say, an adjunct to the curriculum which can be used for examination purposes, this is when something really exciting happens. That programme that you produced on Peter—

**Hon. Mr. Davis:** Brio?

**Mr. Pitman:** Brio. That was a first-class piece of work. I am sure the Minister saw that. If he has not he should go up to the educational television branch and see it now. This is the kind of thing that can be done. Here again our educational television branch will not go into these exciting areas consistently and to a higher level of educational television until we sort out really what educational television is for, what it is all about.

Now I want to come to this organizational hang-up I think we have right now, this problem of distribution. As we have said up until now educational television has reached a very small number of students. It has reached them in a most peripheral way and in many ways a most ineffective way. Up until now I do not think it can be said as having a real effect upon the educational system in Ontario. We must, I think, ensure not only that we all know what educational television is about, but that each of the

various levels has a specific role. That is that the provincial level has a specific role of providing perhaps educational tapes to the various regional groups, as well as transmitting from the ultra-high frequency, that the local, at least the regional, educational television groups will have a specific and that there will not be wastage as a result of duplication. Now I think that there is lots of room for these various roles, without any reason for people stepping on each other's toes, without any reason for there being a feeling of being constricted within any of these areas. As well I think there has to be a role within the individual school where young people can take part in the development of television because a young person is going to have to know as much about television as he does about a telephone. It is going to be one of the major forces in the major means of communication in the world today. And I would hope that there might be places in the curriculum for a recognition of this as a means whereby young people can learn something about this form of modern technology. I would think that it is very important at this point in time that teachers be told what is going on. We have seen a great deal of confusion here and I hope I am not adding to it. I shall conclude in just a moment. We have seen a great deal of confusion here among us who are perhaps closer in some ways to what the Minister is doing and thinking. Can you imagine what it is like out there? What does the teacher see is happening in educational television?

Interjection by an hon. member.

**Mr. Pitman:** In many cases he gets the bulletin. That is another thing that has gone out, this constant monthly bulletin, but in so many cases, of course, the teachers have been unable, especially at the secondary level to make use of these programmes, because of the very restricted viewing which has been possible. I think perhaps the greatest tragedy of the last five years has been the very good programmes going across the airways, and the very small percentage of students who have seen them because it means a complete disruption for all schools in some cases, in order for one class, or one or two classes, to see something which is coming over a VHF transmission at a particular time which does not relate in any way to the schedule of the school—particularly to the time-table of the appropriate classes of students. So I do bring these particular matters to the attention of the Minister. I do hope that in the very near

future a bulletin will leave the Minister's office, informing the teachers of Ontario and, through them, the students, what is going on, what they can expect next year, how they might be able to consider changing their curriculum as a result, maybe even changing the time-table of the school or changing the organization of the school, perhaps changing to team-teaching in some cases in order to make use of teachers more effectively. There is a tremendous factor that can be achieved within educational television. I just hope that we do not spend another couple of years trying to limp into this next opportunity which Channel 19 and these other developments have given us.

**Mr. Chairman:** The member for Sudbury East.

**Mr. Martel:** The last point my colleague touched on is time-tabling. These seems to be a real problem in the time-tabling. Frequently it does not occur in the way the development of a course takes shape. For example, you get programming that appears in the first part of a course of study. It comes in much too late or much too soon for proper usage. I am thinking of some of the historical problems that are used and where they appear in a course outline for example. I think there has to be a closer relationship to the time at which the programme is presented with the course of studies that is being used in the school.

The second problem I think I raised last year was: How useful can the TVs that are presently being sold and being purchased by the schools be? In an historical programme or a science programme this is quite easy. However, when we come to mathematical programmes, if the child gets lost in the first two minutes he is lost for the rest of the programme, and there is no way of stopping it. And it seems to me that a lot of schools are buying this type of television, Mr. Minister, and really it does not serve the purpose because as I say, when it is necessary to stop for a moment to explain to a child who encounters a difficulty, we cannot do it.

I think it is a waste of money for us to continue to allow the schools, if they have got one television at the present time to buy a second one, based on the grant of one TV for six classrooms. I think we are wasting a lot of valuable money if we continue to buy the type of television set that is being sold. And I would ask the Minister, and we are going to get some kickbacks over it, but I would much rather we say, "No, we are not



going to allow this type of television to be purchased if there is one in the school already," for the reasons outlined. And I think maybe the one way we could prevent this sort of problem from mushrooming is to possibly alter the grants until we come up with the type of television we read about that will allow us to stop, play on and so on. We are just throwing good money after bad now in allowing the continual purchase of the present type of television that we have. I would appreciate the Minister's comments.

**Hon. Mr. Davis:** Well, Mr. Chairman, it really is not the type of television receiver *per se*. The solution to the question of time-tabling is the provision of VTRs, the video tape recorders. When this is done the school is then in a position, or the central administration is in a position, to record the programmes and distribute whatever tapes they would like to the various schools. Then they can build this into their own time-tabling. This is what is happening now, not to the degree we would like yet because it all hinges on our ability to transmit on a much broader basis. It has been three years since we have been developing this and we have been inhibited right up until this moment by the lack of adequate transmission facilities. So to give the board—

Interjection by an hon. member.

**Hon. Mr. Davis:** Onette has been around longer than five years, I would think. I am thinking of the branch. Roughly 30 per cent of the secondary schools have VTRs. I am not sure of the percentage in the elementary. The hon. member for Peterborough raised the question of how much utilization. We were concerned about this too, but there is about a 127 per cent increase in the secondary school use over the past year and about a 28 per cent increase in the elementary where the elementary was higher in any event. So that we think the solution to the problem the hon. member for Sudbury East raised with respect to time-tabling is there, the technology is there. It is a question of transmission and having sufficient VTRs available to the schools. That I think would solve that.

**Mr. Chairman:** Did the member for Sudbury East conclude?

**Mr. Martel:** Well, I would like some comment on the continual purchase of outdated televisions for the schools.

**Hon. Mr. Davis:** The sets themselves are not outdated. It is a case of getting the VTRs

to tie in so that you can play when you want to. If, as you say, the class is not reacting, you can turn it off and you can start over again. I do not say it is quite as sophisticated as the instant replay you see Saturday night or on the football games, or what have you. But it is very similar to that.

**Mr. Martel:** But these are not being purchased in great numbers yet, are they?

**Hon. Mr. Davis:** Well, as I say, about 30 per cent of the secondary schools have them now. I do not know what the cost is—something about \$4,000 a unit?

**Mr. T. R. Ide (Department of Education):** They bring somewhere between \$1,500 and \$5,000.

**Mr. Martel:** The problem is, in a school like that they now have three TVs and two of them sit in the corner and the other one is used once in a while. And the new budgets that have come out in many areas are going to restrict the possibility in the very near future, of purchasing these attachments. I understand there is a set that you could buy, for about \$900. It was tinkered around with a couple of years ago. What has happened to that one then? You could stop it and play back.

**Hon. Mr. Davis:** Mr. Ide tells me that there is a cassette type. You have seen it with the small cassette recorders. Not to plug any particular concern, I guess they are doing it, but Sony probably is the furthest advanced. They may have one for around \$500 where you can put in the cassette tape, turn it on just like you would with a stereo or what have you. But the problem with this is you still have to develop the cassettes, the material within the cassettes, to put into the machine to play.

**Mr. Martel:** But you could pick it up. Would it not be cheaper in the long run?

**Hon. Mr. Davis:** No. Well, this we do not know. It is in the process of development right now. What I am saying now, Mr. Chairman, is that the technology is there. Let me take the Sudbury board or the area board. I think that in their priorities they can find between \$1,500 and \$5,000 to establish VTR that could be utilized by the total system. Once we get transmission, once they know it is worthwhile, that they are not limited to half a dozen programmes, once the volume is there, I do not think the question of transmission and time-tabling will be with us in a couple of years.



**Mr. Chairman:** The member for Rainy River.

**Mr. T. P. Reid:** Thank you, Mr. Chairman. I have a few questions but before I get into them I would like to associate myself with the comments made by the hon. member for Peterborough in regard to educational television not being made available for those areas and those people who need it the most. If I can be parochial for a minute, I am most concerned, and I expressed this concern to Mr. Ide when the education committee was down in Bayview, I believe, was it Bayview?

**Mr. Pitman:** Right.

**Mr. T. P. Reid:** Looking at the facilities last year, and that concern is still there and very apparent, particularly in the non-urban area, these facilities are not going to be made available to the same extent that they are in the cities. And certainly this is where this whole programme is leading, more so than in the cities. And I think that one of the great weaknesses of the education television branch is that no provision as far as providing the facilities in these areas has gone on far enough. Well, I just make that point.

I would like to ask the Minister what the video power of the station will be. What will be the effect of radiated power of the transmitter station?

**Hon. Mr. Davis:** Of Channel 19?

**Mr. T. P. Reid:** Yes.

**Mr. Ide:** This may take me a moment or two. It is 423 kilowatts video. Directional. 720 kilowatts effective radiated power.

**Mr. T. P. Reid:** Well that seems rather low especially when we take into consideration the fact that Channel 17 in Buffalo has over one million watts, I believe. Is this not correct?

**Mr. Ide:** Kilowatts?

**Mr. T. P. Reid:** How does that compare? I never was much of a mathematics scholar.

**Hon. Mr. Davis:** Get out your slide rule.

**Mr. T. P. Reid:** It does not get to Rainy River.

**Mr. Ide:** That is right.

**An hon. member:** It just trickles up as far as Sault Ste. Marie.

**Mr. Ide:** Yes, it trickles up there.

**Hon. Mr. Davis:** It is less than a decibel of difference.

**Mr. T. P. Reid:** Well, I would like to ask something else about the transmitter that is going to be used. Where is the transmitter coming from? Who is providing it? How old is it?

**Hon. Mr. Davis:** We hope it will be a new transmitter.

**Mr. T. P. Reid:** That is why I asked. I asked this question because—

**Hon. Mr. Davis:** I mean if the CBC is going to try to palm off an old transmitter—

**Mr. T. P. Reid:** This is my suspicion. I understand they have one stockpiled somewhere.

**Hon. Mr. Davis:** Do they?

**Mr. T. P. Reid:** They have not been able to unload it. It came originally from England, I am told. English Marconi could not unload it over there so they shipped it over to Canada. Of course the CBC bought it when no one else would and now there seems to be some kind of danger that it is going to be passed on.

**Hon. Mr. Davis:** We will—

**Mr. T. P. Reid:** I will leave that with you.

**Hon. Mr. Davis:** We will check this out carefully.

**Mr. T. P. Reid:** Yes, very carefully. Well, I would hope so.

**Mr. Chairman,** I would just like to make a few comments in regard to this whole question of ETV that has been raised by the hon. member for Scarborough East. To my mind, sitting here yesterday and today, there seems to be a cloud hanging over the whole machination and the manoeuvrings that have gone into this particular situation in regard to ETV. There is certainly a great deal of confusion in my mind, and certainly for the members of this committee a great lack of knowledge. The Minister made a great many statements. He says for instance that we have to have these articles agreed upon with the CBC, but they will not be executed. They can be changed later.

**Hon. Mr. Davis:** They do not have to be executed prior to—

**Mr. T. P. Reid:** Prior to the agreement between the federal government and the CBC?

**Hon. Mr. Davis:** Prior to, shall we say, the turning on, or the transmission facility itself being available. You see there is quite a bit of elapsed time between November 25 and, hopefully, by next fall. But I am not saying they are going to provide it by next fall. I do not know whether it will be finished.

**Mr. T. P. Reid:** Correct me if I am wrong, but I was under the impression that these articles had to be agreed upon for the application that the CBC was making to the CRTC.

**Hon. Mr. Davis:** Right. There has to be substantial agreement on what we are all intending to accomplish. The formal execution of the documents, which, as I say, could be a formality only, do not necessarily have to be done prior to November 25, that is all.

**Mr. T. P. Reid:** Well, I must admit I am still confused. I do not understand that if these articles have to be agreed upon for the application to the CRTC—

**Hon. Mr. Davis:** The point that perhaps I have not made is that the ultimate control of whatever is done lies with the CRTC. They are the licensing body, the issuing body. The licence goes to the CBC and the Ontario authority, initially the branch. We are sort of third man on the totem pole. So whether the control and whatever arrangements have to be made over whatever period of months or many years, the ultimate responsibility is theirs.

**Mr. T. P. Reid:** Well, that is all very fine, but really you have not cleared up the confusion. On the one hand you say these things have to be agreed upon, and yet you say they can be changed after—

**Hon. Mr. Davis:** All I am saying to you is that if I were in the position of the CRTC, I would want to know what the arrangements are probably going to be between the CBC and the government.

**Mr. T. P. Reid:** All right.

**Hon. Mr. Davis:** Right, and—

**Mr. T. P. Reid:** May I interject at that point. Fine. They may want to know, I would think they do want to know.

**Hon. Mr. Davis:** I think they do.

**Mr. T. P. Reid:** You say, "all right, this is what we may do, but we may change it later."

**Hon. Mr. Davis:** I am just saying that—

**Mr. T. P. Reid:** It seems like—

**Hon. Mr. Davis:** Well, all right, that is—

**Mr. T. P. Reid:** —a waste of everybody's time and effort. You say—

**Hon. Mr. Davis:** No, no!

**Mr. T. P. Reid:** —we may change it later.

**Hon. Mr. Davis:** No, no! They can issue a licence, I would think, subject to certain conditions. This has been done before. For instance, the one area that may still be in doubt prior to November 25 (hopefully not in view now of the telegram from the private citizen here, he might get them to move on the question of definition) is that there is a chance that the definition may not be totally resolved by then. We don't know. This is something obviously which is going to constitute part of the final arrangements, and perhaps may constitute a condition of the licence. I do not know. I do not sit on the CRTC.

**Mr. T. P. Reid:** Well, let me pass on—

**Hon. Mr. Davis:** I mean I just understand this type of approach is not unusual.

**Mr. T. P. Reid:** —some more information.

**Hon. Mr. Davis:** All right.

**Mr. T. P. Reid:** In a phone call to the CRTC this afternoon they informed us that the deadline was today, November 13, specifically 5 o'clock. But they close at 5 o'clock, and you are sitting there, and you have already replied to the hon. member for Scarborough East.

**Hon. Mr. Davis:** Right, for any—

**Mr. T. P. Reid:** So it is either not so, or you are not aware of it.

**Hon. Mr. Davis:** For formal documentation, or objections and what have you. I just hope that the private citizen's telegram gets there in time.

**Mr. T. P. Reid:** It got there.

Interjections by hon. members.

**Hon. Mr. Davis:** The deadline, I think you will—

Interjection by an hon. member.

**Hon. Mr. Davis:** I think if you phoned—

Interjection by an hon. member.

Hon. Mr. Davis: I think if you will phone the CRTC you will find that the deadline for objections is 5 o'clock.

Mr. T. P. Reid: Not necessarily for your application.

Hon. Mr. Davis: It is like other applications. You file certain documentation. This was the procedure we used before the committee. We filed certain documentation. We went up. We had further ideas, information, material, verbal discussions. I would assume this is part of it. I have not really presented an application of this kind before. I have to be very frank about that, Mr. Chairman.

Mr. T. P. Reid: I can well imagine it. I believe—

Hon. Mr. Davis: That is right. As a matter of fact I guess it will be the first.

Mr. T. P. Reid: Yes, I would imagine.

Hon. Mr. Davis: I guess it will.

Mr. T. P. Reid: I am certainly more than happy and pleased that you will be the first.

Hon. Mr. Davis: Yes, well I knew—

Mr. T. P. Reid: Congratulations. Well, I want to state, Mr. Chairman, that very frankly I am most concerned about the way this whole thing has been carried out. I am concerned especially that the Legislature has not been made privy to any of this information.

Hon. Mr. Davis: All they have to do is ask.

Mr. T. P. Reid: Well, I think it is surely the Minister's responsibility in something that is so important to the people of the province where the public interest is so intimately involved, that they should be made aware of what is going on through a Ministerial statement. The Minister is an expert *par excellence* at providing ministerial statements or providing this kind of information *ad nauseam*. Surely—

Hon. Mr. Davis: But, Mr. Chairman, I am almost sure, and this is subject to correction—

Interjections by hon. members.

Mr. T. P. Reid: I will finish and then the Minister can reply.

Hon. Mr. Davis: All right.

Mr. T. P. Reid: All right. I want to say—

Interjection by an hon. member.

Mr. T. P. Reid: Well, if you were here you would have understood that. It is so nice of some of you to show up. We were trying to figure out how we could have a surprise vote. Perhaps the Minister would have had a little less support than he has at the moment.

However, I just want to make it abundantly clear that I think the Minister has failed in his responsibility to provide the Legislature with this kind of information. Surely in something that is so important as this we should not have to spend out time trying to dig these things out of the Minister. Now when you were asked by the hon. member for Scarborough East to table these documents, you shrugged your shoulders and said, "I cannot do it." Surely it was incumbent upon you, I would have thought, at the beginning of these estimates, or of this particular vote, to come in here and say, "Here are the documents. This is what has happened so far." You refuse to do this and—

Hon. Mr. Davis: But, Mr. Chairman—

Mr. T. P. Reid: —this can only give rise—

Hon. Mr. Davis: But this—

Mr. T. P. Reid: I am not finished, if you do not mind.

Hon. Mr. Davis: But it is the CBC—

Mr. T. P. Reid: I have not finished, Mr. Minister.

Hon. Mr. Davis: All right.

Mr. T. P. Reid: This can only give rise to a suspicion in our minds that something funny is going on.

Hon. Mr. Davis: With the CBC?

Mr. T. P. Reid: Maybe it is because we are—

Hon. Mr. Davis: You have got to be kidding.

Mr. T. P. Reid: —naturally suspicious. I add another point to that. Mr. Yost got up here yesterday and made the statement to us that he was accepting all of these things on the blind faith that the Minister would look after everything. Now I say to you, Mr. Chairman, that no one in this day and age—especially no one that has had any dealings with the government, no matter how peripheral—has that kind of *naïveté* left. Nobody takes the government on the blind faith.



Hon. Mr. Davis: You are becoming too cynical at a very early age.

Mr. T. P. Reid: Yes, well, especially at an early age.

Hon. Mr. Davis: A very early age to be so cynical.

Mr. T. P. Reid: I have become much more so over the last two years, believe me, much more so.

Mr. J. E. Bullbrook (Sarnia): . . . eternal reward next week.

Interjections by hon. members.

Hon. Mr. Davis: What will my reward be? Will you tell me?

Mr. T. P. Reid: You will be at the great television studio in the sky.

Hon. Mr. Davis: Maybe I can do something about VHF up there.

Mr. T. P. Reid: I hope it is well wired. But just let me return to that. I really find I was amazed by it, so much so that I did not want to press the good man because I think he was obviously sincere. But on thinking about it overnight, I find it hard to believe and I want to make this point. In Mr. Yost's statement he says that, and I quote: "In this area, it has been our understanding that we would be involved. I would see no reason to question it, especially after the reading of the CBC application." Mr. Yost has had privy to this application, so why cannot we? Why were we not informed? Why were we not given a copy?

Hon. Mr. Davis: He probably went to read it.

Mr. T. P. Reid: Obviously his faith is based on a little more concrete information than what his statement would have implied. I want to register most strongly that I think the Minister has been circumventing the authority of the Legislature in dealing with this whole problem and I invite the Minister's comment.

Hon. Mr. Davis: Well, Mr. Chairman, I must say that I am really encouraged by the broader interest that some of the members are taking. I cannot recall exactly when the last discussions were held. There has not been that much difference in the plans of the branch over the last year. We had a fairly lengthy discussion on this. The only thing that has changed really is that the federal government has determined, not us,

that in order to get things moving ahead CBC will act as the applying agency for the licence. I am not sure whether I made this statement in a speech. I think I did in reply to the hon. member for Scarborough East in the House sometime in the last two or three weeks. I indicated that we were applying for Channel 19 through the CBC. The CBC has applied. This is the only real change that has taken place since we debated it last.

Mr. T. P. Reid: But you said that one stage would be establishment of the ETV authority which has never come about.

Hon. Mr. Davis: No, no. I said we were going to establish it and I told the hon. member why we have not done so today. There is nothing—

Mr. T. P. Reid: Well, is this not going to wind up as a *fait accompli*? You are going to come into the Legislature with a bill—

Hon. Mr. Davis: Right.

Mr. T. P. Reid: —and set up the educational television authority.

Interjection by an hon. member.

Hon. Mr. Davis: You are talking about one method.

Mr. T. P. Reid: But, Mr. Chairman—

Hon. Mr. Davis: No, no. You are talking about one method of transmission out of what may be three or four in X number of locations across the province. Obviously you can relate Channel 19 to the authority—it is a question, I guess, of which is first, as I said yesterday, the chicken or the egg. But to say it is a *fait accompli*, I mean I just do not follow the logic in it, very frankly. We can debate the authority in the House. We can debate it here in committee. We will have every opportunity to discuss it in full. I think you will find it is not that difficult. You may not agree with the legislation. I would not expect a 100 per cent endorsement initially.

Interjection by an hon. member.

Hon. Mr. Davis: I will be very disappointed if you do not end up voting for it perhaps.

Mr. Chairman: The hon. member for Port Arthur.

Mr. R. H. Knight (Port Arthur): Thank you, Mr. Chairman. I do not want to go into the technical aspects of ETV nor the

great subterfuge that appears to be somewhere here, but I am interested in just a couple of answers. I am sure the Minister can give me the three-word answer to a three-part question. What I want to know is: What is the ultimate draw of The Department of Education in ETV? What is your timetable for one year, five years, ten years, 20 years? Where are we going with it? How is the \$3,893,000 that we are voting on here going to take us there?

**Hon. Mr. Davis:** Mr. Chairman, the ultimate objective, I think has to be broken into two areas. The ultimate objective of course is to be able to cover the total province with some form of transmission. I cannot identify for you the kinds of transmission because they will vary. Nor can I tell you what period of time it will take, because there are very major economic considerations. We want to move as expeditiously as we can. The other aspect of it, of course, is the amount of programming available. This once again relates to dollars. The bulk of the money that you are voting on here relates to the production of what we think is a very high quality programme to transmit. You are not voting really on any significant amount relative to any new transmission. There are funds there for the time that we have to purchase on the private stations and we are paying some to the CBC, about \$500,000 to that federal agency. I just cannot tell you how long it would take. It will depend on the availability of funds.

**Mr. Knight:** Well, you yourself, what do you expect? How long are we going to be voting \$4 million a year? Is this going to increase? You just want to cover the province. Cover the province with what? Is the TV going to replace the teacher?

**Hon. Mr. Davis:** No, no, no!

**Mr. Knight:** Is it going to complement the teacher?

**Hon. Mr. Davis:** We want to make television programming, whatever form the programming may take, available to as wide a community as we can. That is what I mean by availability—not to replace teachers.

**Mr. Knight:** May I ask what kind of assistance you are getting in this formation period that we are going through now with ETV? What kind of assistance are you getting from the private broadcasting industry and how much are you seeking? What kind of reaction are you getting from them? Do they feel

that you are invading their field or is there some kind of room for co-operation? I think they have an awful lot to offer, and I just wonder whether you are seeking out this assistance.

**Hon. Mr. Davis:** Well, Mr. Chairman, I would only say that we meet with them with regularity. I have met with them on one or two occasions myself. I cannot comment on how enthusiastic they are. I am sure there are some who would be quite interested in us utilizing the hours from 7 o'clock in the morning until 10 o'clock in the morning to fill the Canadian time content. Those hours are not the best from our standpoint. This is human nature. I think it is fair to state we have not had any adverse reaction. We do not anticipate any significant opposition from the private stations that we know of at least. Now, we may. We may get some. But we have not had any indication of this. As for the programming we have done, they have been very co-operative with us.

**Mr. Knight:** The only other question I wanted to ask is: Is it strictly optional? I mean is this left strictly up to the principal in the individual school to decide what programmes he will take and how many he will take?

**Hon. Mr. Davis:** Yes, it is optional. The great thing about television today that some parents still forget, is that it is not too hard to turn off the button if you do not like what you see.

**Mr. Knight:** But, I am still asking you.

**Hon. Mr. Davis:** I am thinking of the home environment too.

**Mr. Knight:** Are you satisfied that the average principal is making the amount, I mean, it does not matter how—

**Hon. Mr. Davis:** No, it is not—

**Mr. Knight:** —if it is not being used, your chance of success of a TV operation—

**Hon. Mr. Davis:** No, this was the point made earlier. We are not satisfied that we are getting as much utilization as possible and we know also that we will not get there. We will not be satisfied until we have the transmission and the schools have the VTRs in order to alter the time-tabling problems. These are the two key situations. Once that is done we are really quite optimistic about its use.



**Mr. Chairman:** The hon. member for Scarborough East.

**Mr. T. Reid:** Mr. Chairman, I would like to return with a few cleaning up points on the CBC brief, in particular with relation to finance. In the Minister's draft memorandum, in agreement with the CBC, there is a section there entitled: Financial. It looks to me that that section indicates that Ontario is to pay capital and operating costs of the station. Was it not originally intended that the federal government would pay these costs, at least insofar as construction is concerned, and the province would pay for the programming? The document I have, which may be superseded by the Minister's revised document says this:

It is understood that it is a precondition to the coming into force of this agreement, that arrangements be made whereby the corporation will be provided with funds to cover the complete costs of establishing the station and operating it in accordance with this agreement.

Could the Minister perhaps clarify the financial aspects of the prospective agreement?

**Hon. Mr. Davis:** Yes, Mr. Chairman. Our position has been, I think I mentioned this again some few days ago now and this was the position as well of the other Ministers in this country, that we would like to see the federal government involve themselves financially. Our thought has always been that the federal government would provide the capital to establish the transmission facility and that we would as a province—I would not say this is the feeling in other provinces as it is here—then be responsible for the production of the material. As for the section of the memorandum of discussion related to financial aspects. I think we are saying and the CBC is saying—I guess they are saying it more emphatically than we are—that somebody is going to provide the capital, not the CBC. The CBC is the applicant and they are saying, "It is not going to come out of our budget. We are still discussing with the federal government who is going to pay the capital costs. The wording, I think, is very clear cut: "Whereby the corporation will be provided with funds." It does not identify the source of the funds.

**Mr. T. Reid:** So you are entering into an agreement in which you are not yet certain whether or not you, the provincial government of Ontario, will have to pay for the capital costs or whether the federal government will have to pay for the capital costs.

**Hon. Mr. Davis:** Right. And we are saying to the federal government we would like you people to pay for it.

**Mr. T. Reid:** The Minister must have some loose figure in mind when he talks about the initial capital costs. Can you give us some idea of what the initial capital cost might be to the province or to the federal government?

**Hon. Mr. Davis:** It is a rough figure. I would think about \$630,000 to \$650,000. It could be a few thousand either way. But that is a rough guess.

**Mr. T. Reid:** If it just so happens that the province was forced, as it should not be forced, to pay for the capital cost, where does that item come in the government's account? Does that come under Public Works?

**Hon. Mr. Davis:** Well, I do not like to think negatively at this point. I am thinking positively, so I have not really calculated where, under that possible situation, it would come from.

**Mr. T. Reid:** Yet The Department of Public Works will be leasing space, so perhaps the—

**Hon. Mr. Davis:** It is not a question of space so much. The transmission facility basically is the top tower, with whatever goes on the tower, whatever minor amount of administrative space. You see, there is not much space required to house a transmission facility.

**Mr. T. Reid:** Well, just to continue, Mr. Chairman, on schedule 13 of the CBC brief. They have got an item there called Summary of Capital Costs. That summary is nowhere near \$630,000. That summary, or perhaps I am wrong here, that summary is over \$2 million. Yes. Transmitter building \$45,000, studio building \$101,000, tower assembly \$800,000, transmitter equipment \$392,000, studio equipment \$1,123,000, maintenance equipment \$78,400, fuel production equipment \$45,000—

**Hon. Mr. Davis:** But that is all production.

**Mr. T. Reid:** That is production. That is not the building itself.

**Hon. Mr. Davis:** No, that is production. This is the division we have proposed. The province will pay for the capital requirement for production facilities, whatever they may be, and, hopefully, the federal government will pay for the provision of the physical transmitters.

**Mr. T. Reid:** So there are two types of capital. One is the \$630,000 roughly for



the building and then there is estimated \$2,690,000—

**Hon. Mr. Davis:** Incidentally, a goodly portion of the moneys listed there, or the equipment listed, is already in the branch of the department.

**Mr. T. Reid:** So it will be transferred over.

**Hon. Mr. Davis:** Right.

**Mr. T. Reid:** Keeping on the finances of it, the Minister's estimates for this year for the entire ETV operation is \$7,519,000. In the CBC's brief, Mr. Minister, it is under section 27: Operating Costs. The CBC brief states that for the operation of channel 19 only, because that is what it is dealing with, the cost for the first year, which presumably would be September, 1970, through to August, 1971, the total operating cost would be \$3,661,000. For the second year it would be \$3,821,000, for the third year \$4,310,000. Now would those costs be in addition to, for example, roughly \$7.5 million in programming operations?

**Hon. Mr. Davis:** No. That would not be in addition to. That would include part of the \$7.5 million that we are presently voting on. That is, if we sort of translate next year into this year, a portion of it. I cannot give you the exact breakdown because it depends on just what funds are available to expand the programme. So you see—

**Mr. T. Reid:** So in a sense there will be some transferring of funds now.

**Hon. Mr. Davis:** You break it down on the basis of channel 19 covering, say, 45 per cent of the population. Certainly—

**Mr. T. Reid:** That is what your brief said.

**Hon. Mr. Davis:** Yes, this would be the rough breakdown based on this year's figures.

**Mr. T. Reid:** I would like to come back again, now that has been clarified to some extent, to the point that the hon. member for Peterborough made. It is a worry that I share with him, that you may be putting too much stress on the channel 19 operation which, according to the CBC brief, could reach more people than otherwise. Let me put this another way. You are putting emphasis, too much of your total resources, into the channel 19 operation and not enough into other possible operations, not only of the educational television office, but into other forms of audio-visual education.

**Hon. Mr. Davis:** Well, of course, one has to look at this too from the standpoint of the, roughly, 45 per cent allocated to channel 19. The films or materials produced for showing there will also be available for use in the balance of the province. It is not confined to channel 19.

**Mr. T. Reid:** Well, we are getting pretty technical here. I will pull back a bit, I think—

**Hon. Mr. Davis:** There are about 47 other transmitting stations in the province.

**Mr. T. Reid:** Well, one can now read me the schedules in the CBC brief. My understanding is that \$3.6 million for next year for the operating costs of channel 19, already has in it a division of the pie. That is, you have already pulled out of it the benefits that will be shared outside of the area serviced by channel 19.

**Hon. Mr. Davis:** No, because in the \$33.6 million that is tentatively being allocated to channel 19—

**Mr. T. Reid:** \$3.6 million.

**Hon. Mr. Davis:** \$3.6 rather, being tentatively allocated to channel 19 and its operation has included in it production of material that will be shown obviously on channel 19 and will also be available for distribution throughout the entire province.

**Mr. T. Reid:** So channel 19 will become the programming centre for the entire—

**Hon. Mr. Davis:** I do not say channel 19 will. I would say the bulk of the programmes will be produced in this general area.

**Mr. T. Reid:** Okay. I think we will leave this. I have just a few related questions to this. In the remarks I am about to make, Mr. Chairman, on this further point, I am not casting any aspersion on the people who I name here.

**Mr. Bullbrook:** Could you carry on this evening?

**Mr. Chairman:** There are two more speakers indicated. Mr. Bullbrook and Mr. Pitman. So perhaps we can get to them by 6 o'clock. Mr. Bullbrook.

**Mr. Bullbrook:** I appreciate the indulgence of my colleague. It was on this very point that I caught your eye originally and I am not at all satisfied with the answer of the Minister in this connection. He says the words are clear. I agree with you, sir, they clearly mean nothing.

**Hon. Mr. Davis:** I want to know on which point—

**Mr. Bullbrook:** In connection with financial here. I invite the attention of all members of this committee, because I suggest to you, Mr. Chairman, that this is exemplary of this department. Here we are talking about an expenditure of some \$630,000 to \$650,000 and we have the Minister replying to my colleague saying, "We are not sure whether we are going to have to pay for it or the federal government is going to have to pay for it." Well, I suggest to you that it is incumbent upon all of us, all of us here, to wonder as to the propriety of entering into a contract, be it legally binding or not, that carries forth the possibility of an initial expenditure of some \$630,000.

Now what comes to my mind first of all is this. I will take your word for it, but I want to read these words:

It is understood that it is a precondition to the coming into force of this agreement that arrangements be made whereby the corporation will be provided with funds to cover the complete cost of establishing the station.

Now you say in effect, Mr. Minister, and I invite your response now, that this is approximately \$650,000. Now the figures to which my colleague from Scarborough East referred—approximately \$2,300,000—refer only to production costs—

**Hon. Mr. Davis:** Can I put it this way?

**Mr. Bullbrook:** Or production facilities.

**Hon. Mr. Davis:** Basically the production facilities. The area we have been discussing, and have been for the last two years, with the federal government relates to the transmission facility. This is also the position taken by most of the other provinces. I am saying that the transmission facility as we have identified it in our discussion, is estimated at being in the neighbourhood of \$630,000 to \$650,000.

**Mr. Bullbrook:** Would you refresh my mind, and yours? Was it not the original intention and hope of the provinces, that these costs would be borne by the federal government?

**Hon. Mr. Davis:** The transmission, yes.

**Mr. Bullbrook:** Now you are prepared in effect to say that you will be ambivalent in your position.

**Hon. Mr. Davis:** In our discussions with the corporation, which is the CBC, we are saying to them, so that they can proceed with their application, that one level of government, hopefully the federal government and if not the federal government, the province, will provide the corporation with the necessary funds.

**Mr. Bullbrook:** In other words, you do accept the responsibility for operating costs?

**Hon. Mr. Davis:** Right, but we have always accepted—

**Mr. Bullbrook:** See, look at this agreement. The hon. Minister is a lawyer. It says, "... complete the cost of establishing the station and operating it in accordance with this department."

**Hon. Mr. Davis:** Yes, well we have always accepted the latter part.

**Mr. Bullbrook:** Right. Conjunctive: "and". I invite the Minister's consideration that it infers that you are going to bear the responsibility.

**Hon. Mr. Davis:** No, no! What we are saying to the corporation, the CBC, is that somebody is going to look after their costs. They did not move into this of their own volition, and they had been asked, I assume, by the federal government and by the Secretary of State's office, to act as the agent for educational television.

**Mr. Bullbrook:** But does it not cause you some concern? Does it not cause you some concern to be entering into an arrangement whereby you do not know whether you are going to have to spend \$650,000 of the people's money in the province of Ontario or not? Does that not cause you some concern?

**Hon. Mr. Davis:** Yes, this caused us concern for two years. But the alternative—because the CRTC is meeting at the end of this month—the alternative is to wait until the federal government makes its determination. This could happen in time for the hearings a year from now or two years from now. Obviously this matter has to come to some conclusion. We think, by the hearings themselves being proceeded with, it is implied in this memorandum, as I see it, that before the CBC starts nailing up the steel or whatever they do, that they are going to have to have the money from somebody, and we know we are going to get a conclusion.



**Mr. Bullbrook:** Well, all right. That is not a satisfactory answer to me. Let me say this, Mr. Chairman, it is not satisfactory at all. Certainly these positions could have been solidified by now. Why do we have to go into this situation not knowing whether we are going to have to spend on this initial station \$650,000? And I invite all your attention, Mr. Chairman, to the fact that the Minister mentioned, I believe, the possibility of ultimately 20 stations. Is that not correct?

**Hon. Mr. Davis:** No. Now—

**Mr. Bullbrook:** Well how many stations does the Minister eventually visualize as being needed by the authority?

**Hon. Mr. Davis:** About five regional stations.

**Mr. Bullbrook:** So that would be around \$4 million there. And you are certainly going to establish a precedent here, it goes without saying. If you are going to be responsible—

**Hon. Mr. Davis:** Mr. Chairman, if the member for Sarnia is saying to me that he will immediately wire the Treasurer or the Minister of Finance—

**Mr. Bullbrook:** Do not be facetious with me, Mr. Minister.

**Hon. Mr. Davis:** All that the hon. member is saying is what we have been saying for two years. It is what the other Departments of Education have been saying. All I am saying to him is that we cannot wait indefinitely for the federal government to decide whether or not they are going to assist in the financing.

**Mr. Bullbrook:** Do not belittle the prestige of your position. The Minister knows as well as I that the CRTC would listen to the Minister of Education—

**Hon. Mr. Davis:** But the CRTC has nothing to do with it.

**Mr. Bullbrook:** —in connection with coming to a conclusion on these matters before the licence application is heard.

**Hon. Mr. Davis:** But, Mr. Chairman, it would be the Secretary of State's office, not the CRTC, the Secretary of State.

**Mr. Bullbrook:** Well, Mr. Chairman, again one has to ask this question: If you are going to pay for the capital facilities, if you are going to pay for production costs, and if in point of fact the CBC is only providing tech-

nical facilities, why are they the licensee anyway?

**Hon. Mr. Davis:** Mr. Chairman, I must say that this was the original position taken some three years ago by this province. We would be quite prepared to apply for and be issued, a licence.

**Mr. Bullbrook:** Right.

**Hon. Mr. Davis:** If memory serves me correctly, the hon. member's own colleagues, since he arrived in the House, took the position that The Department of Education should not in itself receive the licence.

**Mr. Bullbrook:** Yes. Let me say this to the Minister. My own colleagues, Mr. Chairman, did not have the information. This is the point that we are making.

**Hon. Mr. Davis:** Oh, listen now, Mr. Chairman. I know the member for Sarnia well, and he cannot hedge on this. The fact is that people have taken the position— and I think perhaps with some justification—that licences should not be issued to departments of provincial governments. Now this is not the position of the province of Quebec. This is why the difficulties have been stretched out perhaps, for a period of time.

**Mr. Bullbrook:** One recognizes that Quebec is very—

**Hon. Mr. Davis:** Well I know, but let us have some agreement as to what the positions have been. This has been my understanding of your party's position.

**Mr. Bullbrook:** Let me say this, if I might. I am not that concerned with who the licensee is. I am concerned in this respect: it seems to me that perhaps a person of your talent could be more vigorous having regard to the welfare of the public funds of this province. Here is what the Minister is prepared to do. He is prepared to spend in connection with this initial station some \$3 million.

**Hon. Mr. Davis:** No, \$630,000 as it relates to—

**Mr. Bullbrook:** But what about your production facilities?

**Hon. Mr. Davis:** But it is here already. You are voting on it already. We are producing now.

**Mr. Bullbrook:** It does not make any difference whether we are voting on it or not.



**Hon. Mr. Davis:** But we are producing now.

**Mr. Bullbrook:** The point is this. You are prepared to permit the CBC to be the licensee after you have provided the money.

**Hon. Mr. Davis:** But we have no alternative. We have no alternative.

**Mr. Bullbrook:** I want to get back to the essential ingredient here, Mr. Chairman.

**Hon. Mr. Davis:** Well I hope so.

**Mr. Bullbrook:** And the essential ingredient here is this. I think it is very important, perhaps others do not. But we are entering into an agreement where we do not know whether or not we are going to have to spend some \$630,000. I suggest to you it is not proper business to do so. I recognize the strictures you are faced with. I do. But the Minister of Education of this province certainly has a significant position as far as the Secretary of State is concerned, the CRTC, and the CBC. But I am sure that he could say, so that he could report to this committee, that we must define our financial responsibility before we are prepared to enter into these agreements. That is basically the concern that I express. And I want to say this before I sit down, Mr. Chairman. I do regard this as exemplary of the attitude of the department, because money does not seem to be a significant concern.

**Hon. Mr. Davis:** Mr. Chairman, just to reply, because I think the hon. member for Sarnia really is grasping at straws somewhat.

**Mr. T. Reid:** What is \$630,000?

**Hon. Mr. Davis:** Well, Mr. Chairman, I have never made these statements. Some of the hon. member's colleagues have. The hon. member for Downsview said this about libraries and \$1 million a couple of years ago. I do not. I think \$630,000 is a lot of money. I have also made it, I hope, abundantly clear that not only myself, but others, have made very strong representations to the federal government that they should pay these moneys. I also took the position three years ago that we would be prepared to apply for a licence. The hon. member for Sarnia backs off from this, perhaps because he recognizes or recalls that—

**Mr. Bullbrook:** I do not back off anything.

**Hon. Mr. Davis:** Well, all right.

**Mr. Bullbrook:** Do not put words in my mouth or add—

**Hon. Mr. Davis:** Well, all right. I am just trying to recall for him the fact that members of his own party indicated that a licence should not be issued to The Department of Education.

**Mr. T. Reid:** Mr. Chairman, I would like to raise a point of order if I could.

**Mr. Chairman:** Yes, Mr. Reid.

**Mr. T. Reid:** The position that we have taken in the past is that a government, whether it is provincial or federal or a government department, ought not to be in charge of the programming over radio or television. It is a principle that was laid down in the Aird commission report, and I will not give you my speech of two years ago.

**Hon. Mr. Davis:** No, all right. All I am saying is that this is contradictory to what the hon. member for Sarnia was saying, that if the CBC is only the agent, if we are putting up the money, why should not we have the licence? All I am saying, Mr. Chairman, is that this is contradictory to the position which—

**Mr. T. Reid:** The independent television authority should get the licence, not the Minister of Education through the CBC.

**Hon. Mr. Davis:** Mr. Chairman, I say this: if the Secretary of State said, "The authority can apply for a licence," we would apply.

**Mr. T. Reid:** You have—

**Hon. Mr. Davis:** No, but we can have an authority in time to apply for it. That is no problem. But we know the Secretary of State will not. And we are prepared—because of the constitutional problems we have been very co-operative—to resolve what I think is a difficult situation for them.

**Mr. Bullbrook:** The constitutional problem does not affect your licensing arrangement, and the Minister knows it.

**Hon. Mr. Davis:** But it does.

Interjections by hon. members.

**Hon. Mr. Davis:** It most certainly does, and I would think of all people, the hon. member for Sarnia—

**Mr. Bullbrook:** . . . the licensee is.

**Hon. Mr. Davis:** Oh yes, it does.

**An hon. member:** It certainly does.

**Hon. Mr. Davis:** But just to finalize the question of the \$630,000 or whatever it is—\$650,000. This agreement, however we may describe it, all it does is say to the CBC that they will be given the money because the CBC does not want to add this to their financial problems and why should they? All it says is that before the commitment is made for the installation of whatever is required, some finality will be arrived at with respect to the capital costs. Our position will continue to be, as will the position of the other provinces, that we think the federal government should do it. All I am saying to the hon. member for Sarnia is that we may not have this finality prior to the hearings. Surely there is nothing wrong with going ahead with the hearings and determining whether the licence will be issued, because if we are not content with the financial arrangements, then we do not have to go ahead with it. But I put it to him this way: if it is the decision of the federal government not to assist in a capital programme right across Canada, are you saying to me, as Minister of Education, that for the \$640,000 we should completely abdicate and scuttle the possibilities and potential for educational television in this province?

Interjections by hon. members.

**Hon. Mr. Davis:** Because that is what you are saying.

**Mr. Bullbrook:** No, I am not saying—

**Hon. Mr. Davis:** Yes, you certainly are.

**Mr. Bullbrook:** I certainly am not saying that. What I am saying is that you are prepared to come before this Legislature talking about the expenditure of your departmental funds, and you are prepared to say to us that you are—

**Hon. Mr. Davis:** It is not even in the estimates. It will not, if one wants to get technical, but go ahead.

**Mr. Bullbrook:** Well, if you do not want to discuss it any further—

**Hon. Mr. Davis:** I do.

**Mr. Bullbrook:** No, do not try to turn the sword against me or anybody else in this committee by saying that we do not want to advance the welfare of your programme. We do.

**Hon. Mr. Davis:** This is exactly what—

**Mr. Bullbrook:** But the essential ingredient of any discussion of any committee of supply is the expenditure of the funds of that department. So do not, again, please, as you are forever doing in this committee, try to turn the sword against the members who resist the expenditure of your funds at times, but who will go along with the expenditure of your funds if they realize whither they are going to be expended. That is the essential point that I brought up here. I am not at all attempting to scuttle your programme in connection with education. And you know it.

**Hon. Mr. Davis:** What are the alternatives?

**Mr. Bullbrook:** The alternatives are that you can come before this committee, and as my colleague from Rainy River has said, let us know exactly what you intend to spend in this field. Are you going to have to spend the \$650,000—

**Hon. Mr. Davis:** We do not know.

**Mr. Bullbrook:** —or are you not? Why do you not know? You have been at this for two years.

Interjections by hon. members.

**Mr. Bullbrook:** You will spend it if you—Well then, say so to the committee. We will not—

Interjections by hon. members.

**Mr. Chairman:** Order, please.

**Hon. Mr. Davis:** Mr. Chairman, can I make this abundantly clear?

Interjections by hon. members.

**Mr. Chairman:** Order please. The member for Peterborough.

**Mr. Pitman:** I want to say that as for our group, we feel very strongly that the Minister should spend the money if he has to get this programme on the road.

Some hon. members: Hear, hear!

**Mr. Pitman:** We have been hanging around for two years. We have been in limbo. The teachers do not know what they are doing. The students do not know where they stand with educational television. For heaven's sake, we are quite willing to see the Minister commit this money, because essentially it is the federal government's problem. What I would like to know is—



**Hon. Mr. Davis:** I want to make very sure what you are saying. What you are saying to me is that if the federal government says no, you say we should go ahead?

**Mr. Pitman:** We say go ahead.

Interjections by hon. members.

**Mr. Chairman:** Would you let the hon. member for Peterborough speak, please?

**Mr. Pitman:** We would like to be assured in this committee, right now on this date, that if the Minister goes before he has secured his licence, if the federal government says it is not going to provide the transmitting stations, and if they will not commit themselves to these expenditures, that the province of Ontario is going to have an educational television programme over the next number of years. Is that a commitment that the Minister will make?

**Hon. Mr. Davis:** I can commit the Minister to this extent: that it will be my very enthusiastic recommendation to the Treasury Board of this province—

**An hon. member:** Oh now, listen.

Interjections by hon. members.

**Hon. Mr. Davis:** —that we will move ahead if necessary. The only thing I say to you gentlemen is that I still am very anxious to negotiate this particular item with the federal government.

Interjections by hon. members.

**Mr. Pitman:** I hope the Minister will do everything he can because what I wonder about is: It may be all right for the province of Ontario to make this commitment, but what about the have-not provinces? What are they going to do?

**Hon. Mr. Davis:** I do not think some of them would be able to do it.

**Mr. Pitman:** No. The last proposal I heard was that the federal government was going to try to sponsor them through the ARDA programme, or the FRED programme, which, I think—

**Hon. Mr. Davis:** I have never heard of that.

**Mr. Pitman:** I think nothing could be more horrendous than trying to find some way to pour the money in that direction.

**An hon. member:** Maybe through Medicare.

**Mr. Pitman:** Do not open that can of worms, I ask you. I would like to bring up one or two points and I hope that I do not stretch the patience of the committee. I received a letter today, and in view of the fact that the Minister is going before the committee, this letter brings up a problem that I have seen dealt with year after year. I have seen OEA resolutions. I have seen all kinds of efforts to try and deal with this. I think it comes right back again to this area between public affairs and educational television. I do not think you can draw the line. If the CBC is now going to be involved at least in that peripheral way in educational television, I wonder if this is not the time to bring this matter before the CBC and see if we can get somewhere. I will just read it, because I think it puts it forward as well as I can:

I have just seen the recent CBC film on water pollution. I thought it most interesting and thought-provoking. The problem is, though, that not all of my students were able to see it for a number of excellent reasons. Future students may never see it, and a film such as this needs to be shown more than once to each class. It seems ludicrous that so much time and money are spent producing such an excellent film, and yet that film collects dust in the CBC files until it is chopped up and burned. Would you please try to get the CBC to release the film, as well as the many other excellent educational films, and have it put on 16 mm for the schools of Ontario?

Well, that is one man's solution to this problem.

I am wondering now if we cannot somehow get some feed-back in educational television from the public affairs section of the Canadian Broadcasting Corporation. I believe the government does not have a right to deny our young people the opportunity to see such excellent material. After all, these same students are going to be expected by us to cure the ills of society in a very few years, so why not give them an early start for their future tasks? Surely supplying Canadian films on Canadian topics to interested young Canadians is one of our government's moral responsibilities. We speak of waste in our society. We are wasting our money and our youth unless things such as educational films are allowed into the schools.

I bring this matter to the Minister. I think it is time we got off this hang-up of educational television and public affairs. This is



the time when we can move in on the CBC and simply put it to them that there has to be some opportunity whereby the educational system in our society has access to these kinds of materials which really we cannot produce. I mean, it would take half his budget to produce what CBC can produce. So we are losing, I think, a tremendous amount of opportunity in that.

**Mr. Chairman:** Does the Minister want to reply?

**Hon. Mr. Davis:** Yes, Mr. Chairman. I think the problem, to a degree at least, hinges on the question of copyrights and residual rights and so on. There have been some informal discussions with the CBC on this very point. We sense that they are anxious to be helpful. But there may be some legal and technical problems relevant to copyrights and residuals that will have to be resolved.

**Mr. Pitman:** But this has been around for all the time I have had anything to do with teaching—ten years. We have been going through the same song-and-dance routine. Surely there is some way of leaping over this most obvious kind of legal difficulty.

**Mr. Chairman:** The member for Scarborough East—

**Mr. Pitman:** I would like to conclude.

**Mr. Chairman:** I am sorry. Carry on.

**Mr. Lewis:** On a point of order, Mr. Chairman. I think it is relevant to this discussion. Sir, it is possible for the members to discuss real issues rather than those we are speculating about. Can the Minister not take

the supper break between 6 p.m. and 8 p.m. just to sit down with some of his people and decide if there would be some real merit in coming back with the documentation which you have, which your colleague beside you has and has been referring to throughout this discussion. Have them photo copied over the supper hour and let us see the basis on which the decisions are being made.

**Hon. Mr. Davis:** Mr. Chairman, I think the hon. member for Scarborough East really has a portion of it that he obtained from the CBC. Our problem is simply this: the CBC has made the application, has filed it with the CRTC. It is in their possession and, we understand, in their discretion. It is not our application.

**Mr. T. Reid:** Oh, sure it is. That is just rotten. Just plain rotten.

**Hon. Mr. Davis:** No, no! I have a single copy here. There is nothing very complex or complicated or anything in it.

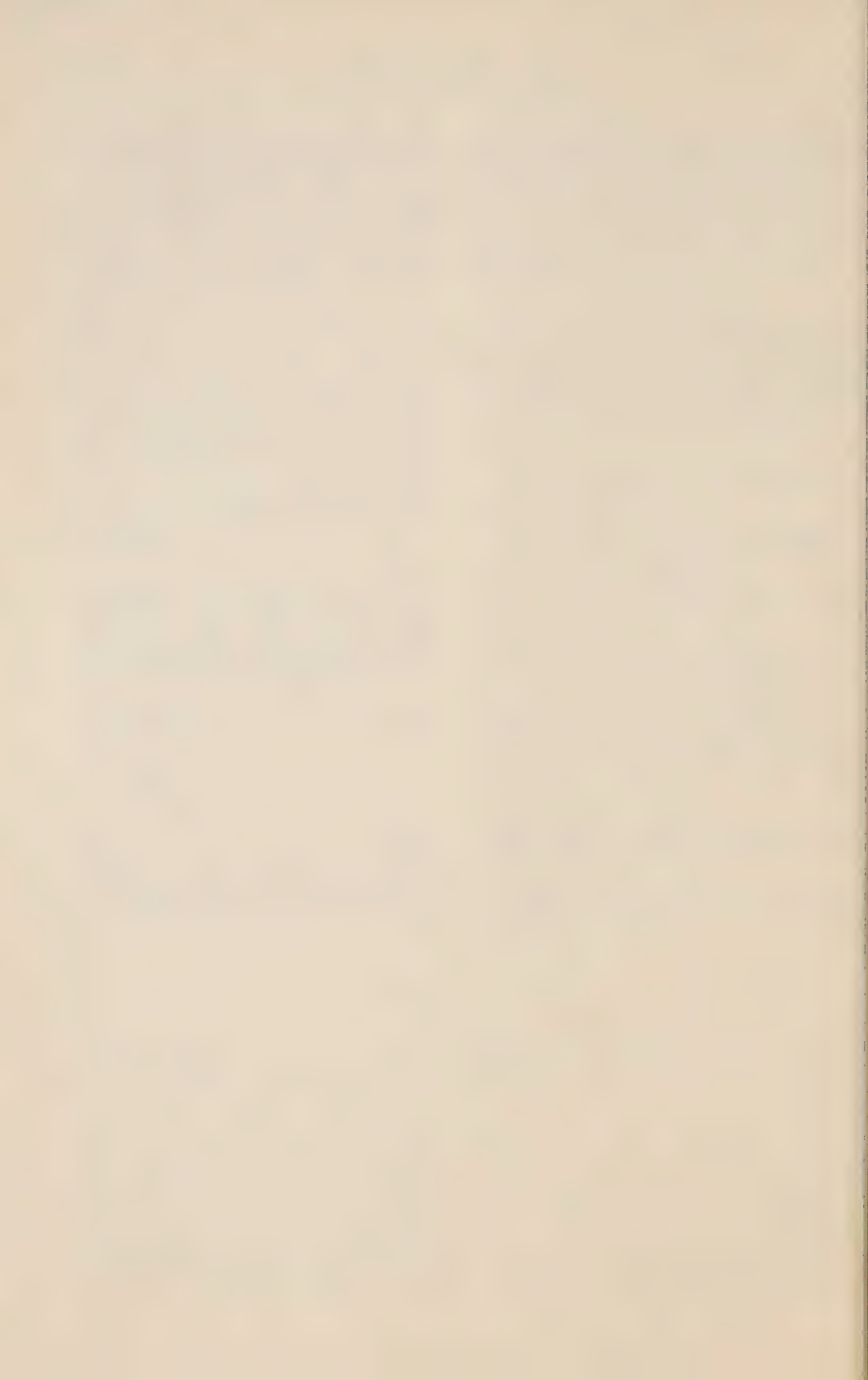
**Mr. T. Reid:** You give the appearance that you are trying to—

**Mr. Lewis:** The point I am making is that you spend so much time speculating about the nature of agreements or possible agreements. It would take you an hour to get it done. The members of the committee would then have it. It brings relevance to this discussion, and we get the item over with.

**Mr. Chairman:** Well, gentlemen and Mrs. Pritchard, the committee will adjourn until 8 p.m.

It being 6.00 o'clock, p.m., the committee took recess.









ONTARIO

# Legislature of Ontario Debates

**STANDING COMMITTEE ON SUPPLY**

**Department of Education**

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

**Thursday, November 13, 1969**

Evening Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Thursday, November 13, 1969

### Formal Education K-13 Programme

Educational Television, continued.....	S-345
Audio Visual Education.....	S-352
Teacher Education .....	S-353

Motion to adjourn, Mr. Chairman, agreed to .....	S-367
--	-------

Appendix .....	S-368
----------------	-------

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

THURSDAY, NOVEMBER 13, 1969

### ON THE ESTIMATES—DEPARTMENT OF EDUCATION

(continued)

The committee met at 8.50 p.m. in committee room 1.

**Mr. Chairman:** I will now call the meeting to order. I believe that the hon. member for Scarborough East (Mr. T. Reid) was about to have the floor when we adjourned at 6 p.m. I have checked and find that, as I understand at any rate, the House is rising at 10.30 p.m. as usual.

**Hon. W. G. Davis** (Minister of Education and Minister of University Affairs): Mr. Chairman, I wonder if I might intervene so as not to keep everybody in suspense. We are all anxious to have this document. However, before giving this document, I want to make one or two points. CBC was contacted over the supper hour and, just so their position is known, it is their policy that, while this material is a public document, it has not been the practice to release this information that is there for public viewing. This has been the traditional approach although I am not going to comment as to whether it should or should not be.

The application itself is a public document. The material that has been referred to by the hon. member for Scarborough East, which at the outlet he was suggesting was the formal agreement between the CBC and the government or the department, is in the minds of the CBC a confidential document in that it has not as yet been finalized. As I stated earlier, it is still in the process of discussion and negotiation and does not constitute part of the formal application to the CRTC from the CBC.

Also over the supper hour, Mr. Chairman, we contacted the CRTC and told them that one of the members of the committee had obtained from the CBC Toronto office, a copy of the brief filed by the CBC. Under the circumstances, the CRTC (although once again it has been their policy to have this available for the public they have not had applications

available for distribution, Mr. Chairman) did not object.

So we have so far—and it is not often we have had so much high-priced talent mimeographing material over supper hours—five copies of this very important application but one which, when the members have a chance to look at it, really is not as complicated, as controversial, or anything else as has been suggested. It is a document that we hope, Mr. Chairman, will bring to fruition the plans of the department relative to educational television with respect to transmission and, hopefully, on November 25 we will receive favourable consideration from the CRTC itself. There may be some other copies. There are still people hard at work mimeographing them. We have five copies and with your approval, Mr. Chairman, I think one copy should go to the official Opposition, a copy to the critic for the NDP, a copy to the Chairman, a copy for the government and I might like to see a copy if the press do not mind sharing one until the rest come. Does someone else have any other ideas how to distribute five amongst the group here to-night?

**Mr. Chairman:** That seems to be satisfactory.

Interjections by hon. members.

**Mr. T. Reid** (Scarborough East): Mr. Chairman, I have four short items. I just want to put on the record again schedule 8 of the CBC brief which states that:

All the programming for the proposed station will be provided by The Ontario Department of Education or an Ontario provincial authority in accordance with an agreement to be reached before the hearing.

I read that to mean that before the hearing of November 25 there must be agreement along the lines of the Minister's last memorandum with the CBC. I would just like to add that I have been trying to do some research over the dinner hour as well and my understanding is that there is no other regulatory body,



to our knowledge, which has a different date for an objection to a submission being placed before the receiving body. There is no other body that has a different date than the date on which the final application must be completed. I just leave that as it stands now. But my understanding is that today was the last day for the file of a complaint to the CRTC.

**Hon. Mr. Davis:** Complaints. Opposition thereto. Not the last day for further material or discussions or any other relevant information that might be helpful to the—

**Mr. T. Reid:** My understanding of the CRTC would be that it is thereby a unique regulatory body.

**Hon. Mr. Davis:** I just say this, Mr. Chairman. It has been told to me by the people who have been involved in this that the Minister himself is quite welcome to make some opening observations which may not all be based on the brief.

**Mr. T. Reid:** Mr. Chairman, I will leave that point for one other technical point. Schedule 13 of the CBC brief states this:

Space for technical operation—that is production, editing facilities, master control facilities and programme packaging facilities—as well as offices and the media resource centre, is leased on a five-year basis by The Department of Public Works of Ontario for the educational television branch. This space comprises 32,000 square feet and is leased for an annual amount of \$129,600.

Could I ask the Minister if it is a normal procedure for The Department of Public Works to make the lease arrangements for the department?

**Hon. Mr. Davis:** Yes.

**Mr. T. Reid:** Under whose budget then would the \$129,600 come for the leased space? Would that come out the Minister's department?

**Hon. Mr. Davis:** No, this comes out of Public Works. And this is the existing space already rented on Bayview.

**Mr. T. Reid:** So, in The Department of Public Works budget there is an item saying ETV branch?

**Hon. Mr. Davis:** I do not know. I have not studied The Department of Public Works budget but public accounts would have it that way.

Interjection by an hon. member.

**Hon. Mr. Davis:** No, this is not leased back. Maybe it should be.

**Mr. T. Reid:** Mr. Chairman, there is the statement which the Minister, I believe, has in front of him, or his officials have received, called A Statement on ETV by Albert Bowron representing the Ontario Library Association (see Appendix, p. S-368). Mr. Bowron has been here for the last couple of days. He is not here this evening, but I would like to put on the record, not the entire brief—

**Hon. Mr. Davis:** Why not put the entire brief in and then we do not have to pick out bits and pieces? I have not read it in great detail but I have certainly no objection to all of it going in.

**Mr. T. Reid:** The Minister has no objection to putting the entire brief in?

**Hon. Mr. Davis:** Sure, why not?

**An hon. member:** As a matter of fact why do we not go on with this formality and then we can devote the remaining time to—

Interjections by hon. members.

**Hon. Mr. Davis:** I am very enthusiastic about ETV. I would love to discuss it from now until Tuesday at 6 p.m.

Interjection by an hon. member.

**Hon. Mr. Davis:** Sure, it is a fascinating subject. I do not pretend to understand it all but I think it is great.

Interjection by an hon. member.

**Hon. Mr. Davis:** There is a \$700 million item I thought we might discuss.

Interjections by hon. members.

**Mr. T. Reid:** I sort of feel that Mr. Bowron has been here for two days and listened to an awful lot of "bumph" including an awful lot of "bumph" from the hon. member for Scarborough West (Mr. Lewis). I would like to put it into the record in full text and comment on it.

**Hon. Mr. Davis:** Why do we not do this, Mr. Chairman? I suggest, that since we have had copies of it and rather than spend the time reading it, that we just suggest to *Hansard* that this be included.

**An hon. member:** Is this possible?

**Mr. T. Reid:** Can I table this with a request to *Hansard* that it be included in *Hansard* as—

**Hon. Mr. Davis:** I can only recall that a year ago to save the House some time, the Minister's introductory statement which traditionally takes some time, was reduced. Did we not include in it then the background material?

Interjection by an hon. member.

**Mr. T. Reid:** Then I ask the committee to accept this brief and take it as read and insert it as part of the record in *Hansard*.

Interjections by hon. members.

**Mr. B. Newman (Windsor-Walkerville):** Are we not setting a precedent here, Mr. Chairman? Will we be allowed to do this in other things then?

**Mr. Chairman:** I think that the House ruling does not apply to this committee. But where it is practical in the future, I feel we will certainly do it again.

Interjections by hon. members.

**Hon. Mr. Davis:** With unanimous consent.

**Mr. T. Reid:** Mr. Chairman, I submitted to the Minister's department a number of questions about educational television and I believe the Minister has answers to these. I shall put them on the order paper. Mr. Chairman, I will put these questions on the order paper and the Minister can file his replies to them. Well, we are moving along at a great rate.

The next item is a question to the Minister and really concerns the procedures of hiring staff for the educational television branch. It is not meant to be a slight on any of the people who have been hired in the Minister's department. Mr. Chairman, out of the 20 top people as of March, 1969, in the educational television branch, eight positions were filled which were not advertised out of the 20 top positions. Those eight positions that were not advertised do not include what are categorized as internal promotion, which, I gather, are not advertised. So we have a situation where eight of the 20 people, in terms of their salaries at least, in the ETV branch have their positions as of March, 1969, and there was no advertising for those positions. In the curriculum branch of the Minister's department, if we take the top 20 people in the curriculum branch, we find that except for internal promotions, the

top 20 positions were all publicly advertised. I would like to ask the Minister if he might comment on that.

**Hon. Mr. Davis:** Well, Mr. Chairman, the hon. member for Scarborough East put on the order paper a question very similar to this some months ago, at which time a very detailed answer was given. I do not think the situation has changed substantially since that time, and I would suggest that perhaps he might refresh his memory relative to that answer as I recall it. I am only going by memory, but a number of the people who are in, shall we say, the senior positions in the ETV branch were seconded from the other branches of the department and some promoted internally within the department. I think this accounts for a portion of them, at least. As I recall, I think we dealt with this in some detail some few months ago.

**Mr. T. Reid:** Right, Mr. Chairman. One final question. Could the Minister, in a few words, let the members of the committee know how he is evaluating the effectiveness of the educational television branch in terms of its impact on students, on teachers, and so forth? The Minister may recall the lengthy questions last year in this area in which I asked him what procedures have been set up for evaluating programme content, for evaluating the delivery systems, if you like, and for evaluating the educational worth of the programme. I think I also asked him about the evaluation of the teacher response too in the use of educational television as a teaching technique.

**Hon. Mr. Davis:** Well, Mr. Chairman, I think really there was some discussion of this with members of the education committee when they visited the branch some few weeks ago. I cannot really say how I evaluate the work of the branch. I think it is really a question of evaluating the impact of educational television *per se*.

We do this through the surveys that are conducted, which are, at this precise moment, quite encouraging. We have what we call some associated schools that do some of this for us. We have evaluation or audio tape interviews. I think the members, and I say this most sincerely, would be interested in the audio tape evaluation and interview that took place in one or two of the schools after the series on the years of the "great depression" and in the type of activity and stimulation that this directed in the particular school. Mr. Ide tells me that he would be



delighted to show this tape. We cannot really do it here, but if the members of the committee sometime fairly soon would like to go to the Bayview office it would be available. The institute itself has some programmes of evaluation as the hon. members know, and, of course, the programme consultants throughout the province from the regional offices are in the process of evaluation constantly, getting teacher reaction, student reaction and so on to what is being done by the medium of television.

As I say, the thing we are still concerned about obviously is the extent to which it is used. We are really quite encouraged and I think I am being objective in this, in the reception the programmes have had from the standpoint of quality and impact. The branch has received two awards from our neighbours to the south relative to the quality of the programmes produced. Very recently we had some of the material available for showing to the U.K. authorities. I would not read you the material from the *Times Educational Supplement*, but I think it was generally agreed that it was some of the best educational television that they had seen. So from that standpoint, Mr. Chairman, I think we are making very real progress. But we are, you know, still limited because of transmission situations.

**Mr. T. Reid:** Did the Minister, in terms of this question about evaluation, evaluate the effect of spending roughly \$5 million for last year? There is the project in Ottawa between the Bell Canada and Northern Electric and the Ottawa Board of Education. Is that an evaluation, Mr. Minister, of ETV?

**Hon. Mr. Davis:** No, this is being done by the Ottawa Public School Board and the Collegiate Institute Board of Ottawa, and actually the Ontario institute is in the process, I think, of evaluating this for the Ottawa boards. This is really a system of distribution they have established with the Bell. They have developed some of their own programmes, but interestingly we have provided them with many programmes from the branch itself.

**Mr. T. Reid:** Thank you, Mr. Chairman.

**Mr. Chairman:** Mr. Pitman.

**Mr. W. G. Pitman (Peterborough):** Well, Mr. Chairman, I do not want to prolong this item. I do, however, want, for a moment or two, to carry on with my little game of Hall-Dennis which should be renamed Hall-Davis. I am just going to go through one or two—

**Hon. Mr. Davis:** Are you substituting me for Mr. Dennis or Mr. Hall? Well, obviously Mr. Dennis. Lloyd would not appreciate that, I do not think.

**Mr. Pitman:** Well, I am just trying to, as I say, discover exactly where the Minister is. He is doing very well on my check list now. I think there are 60 or 70 recommendations which you have agreed are ready for implementation. I notice the provincial ETV council, which it says in the Hall-Dennis report, I suspect we would regard as the provincial authority.

**Hon. Mr. Davis:** Yes, I would think so. This is one thing we must recognize, that the authority when it is established should have some practical considerations. We will not be able to have as complete a representation as we have been suggesting here this afternoon and this evening. It has to be structured to a certain degree whether or not the Hall-Dennis committee envisages something in the form of an advisory council on a broader basis to assist in these things. I think this is subject to interpretation, I do not know. But I think the authority will provide part of the answer. Whether it will be as comprehensive from the standpoint of total numbers, I do not know.

**Mr. Pitman:** I think that the main point was to establish guidelines for policy at all levels of ETV and essentially this is what you expect to get from the authority.

**Hon. Mr. Davis:** Right.

**Mr. Pitman:** One thing that I think the Hall-Dennis report does emphasize and is what I want to re-emphasize is the importance of local initiative and the local authority that is extremely important, and number T39, which I liked very much, to define education as it applies to television at the school level. I am pleased to hear that there is something going on in the area of research. I think it is very difficult to do research on educational television. I think the last time I saw any indication of this was when something like 280 projects in the United States tried to determine whether educational television had been effective. I think that all but ten of these research projects were completely useless. There was no control over them at all. Unfortunately the ten that they did take, they found that there was not any real difference between what had been taught over ETV and what had been taught in the classroom. Now my feeling about this, and I was



not able to substantiate this, so I would be interested to hear what, Mr. Chairman, either the Minister or Mr. Ide would comment, is whether there has been any further research which is far more indicative of the real role that educational television should play. Because I think the silly thing about it is where you are trying to judge ETV on the basis of really, you might say, the old time, old OCE socratic method information attempt and information lesson which of course is probably the least applicable in terms of making that kind of research.

I was very interested too, in the Hall-Dennis emphasis on encouraging the production agency to involve teachers. Now, this, I think, has to be recognized, that if you are going to do this, you have to provide teachers (a) with the skills and (b) with the time. These are the things which in many cases local boards are not willing to do. This is really going to demand a degree of departmental interest in this area, to free teachers and to take up the slack, to provide, you might say, the opportunity for teachers to play a real role—not the Saturday morning or after-school type of role that too often it demands.

I would like to see the Hall-Dennis emphasis on workshops. Now I know there are many workshops across Ontario. I have attended one or two of them and have been quite impressed. But I still think that the average teacher in the average classroom in Ontario, does not know what opportunities exist in the proper utilization of educational television. They are still back in the film age. They are still essentially unrelated to the type of education which ETV can really provide and I do emphasize that as an important aspect in this business.

I mention again the provision of grants which has been suggested here, in order to provide the means for the local authorities of producing our educational television.

And the last point, with that I shall sit down, is this recommendation: Encourage the production of programmes that generate inquiry and discussion rather than those that merely provide information. I think that is the main point so far as the nature and quality of the kind of educational television we need in the province.

**Hon. Mr. Davis:** There is just one general observation on the last point the hon. member for Peterborough made. I think that this applies to other areas of the curriculum as well.

**Mr. Chairman:** Are there any other people who would like to speak on the subject of ETV?

**Mr. J. E. Bullbrook (Sarnia):** I would like to comment on the material made available to us—the material requested by the hon. member for Scarborough West. It is very difficult to entirely digest it—not difficult—it is impossible to digest it. I have a couple of comments that one might make who has been involved in this type of application before. It would seem that the CBC must have a happy relationship with the CRTC. In looking over this, I would think that about 50 per cent of the ordinary material that must be made available to the commission, is left out, out of necessity here. By way of interest, are you going to use the CBLT transmitter location? Is that it?

**Hon. Mr. Davis:** Yes one on—

**Mr. Bullbrook:** So there is no land acquisition in this connection at all. And would you just fill me in again on your capital costs on your transmitter site. You anticipated about \$150,000?

**Hon. Mr. Davis:** \$650,000. \$636,500, I could be \$10,000 or \$15,000 out. I mean these are our estimates, not the CBC's. Oh, I am sorry they are the CBC's. To all intents and purposes we cannot come any closer than that.

**Mr. Bullbrook:** Schedule 18 says the full capital and operating costs of the transmitting facility would be paid to the CBC on the basis of an agreement reached between the government of Canada and the government of the province of Ontario. That carries forward the position that the Minister took before that it is impossible at this time to arrive at a satisfactory conclusion in connection with these costs. Right?

**Mr. Chairman:** Very good, gentlemen. We will go on from ETV to audio-visual education.

**Mr. B. Newman:** Mr. Chairman, I am one in the committee who has not had anyone explain to me what we could get over ETV that we cannot get on the audio-visual that we have had for years.

**Hon. Mr. Davis:** Can I give you one example that I get excited about? Tomorrow we are off to the moon again. I think it would be great if we could have this into the classrooms of the province. That you would never get—

Interjection by an hon. member.

Hon. Mr. Davis: I do not care what the inspector would say. That is a personal point of view. We do not have inspectors any more.

Interjections by an hon. member.

Mr. B. Newman: What the Minister does say is absolutely true. But how many things do we have in the course of a year that will be like tomorrow that we—

Hon. Mr. Davis: We will be getting more and more.

Mr. B. Newman: The tremendous impact of the moon shot—

Hon. Mr. Davis: I should not say this. I was going to say that I think it would be interesting for the students in the school system. Here is the the education committee of the Legislature deliberating on the developments of education. Would it not be interesting to have these available?

Interjections by hon. members.

Hon. Mr. Davis: Would it not be interesting for them?

Mr. B. Newman: It may be interesting as far as the Minister is concerned but as far as the student listening in the classroom or viewing this in a classroom is concerned, this probably would be one of the last things he would want to see. He may look at it for five or ten minutes and after that he would be completely saturated with it. He would not care for any more. And then again, you can still get a better edition or a better version of the whole moon shot were it to be put on either 16mm film or the television tapes and shown to the students at some later date. They could analyze it better. You mean to tell me it is going to be extremely educational to the kids to come along and have a commentator talking with another commentator for hour after hour. It is not as effective as the Minister thinks it is. I am not saying that educational television does not have a place but from the discussion in here you would think that it is the only thing—the be-all for education. It is only one of the assists that you can possibly use in education. We had educational television when we had sound on film projectors but they were never used and never promoted by the department. Were the department to attempt that same type of a selling job on sound on film, it would have just as good, if not a better impact, in the educational field.

I can see TV's use in adult education but during the 5½ hours of the school day, if that student were to spend 15 minutes of every period simply watching TV, he would be so sick and tired of TV that it would not have the impact that we think it is going to have.

Hon. Mr. Davis: No one is suggesting that they watch it for that long a period of time.

Mr. B. Newman: But you are going to have it for 15 minutes approximately. If you are going to have it for practically every subject in the school, will you not—

Hon. Mr. Davis: No student is going to be watching it for five or six hours a day.

Interjection by an hon. member.

Mr. B. Newman: So we are going to turn around and spend \$7 million for an hour a month? So we have 12—

Interjections by hon. members.

Mr. B. Newman: And then again the type of picture we are going to get with TV is going to be maybe a 19- or a 25-inch set, whereas with a 16mm or any other type of motion picture film, you can project it to practically any size you wish and you will have a better definition in it than you will have on your television set. You are worried always about light conditions in the classroom with a television set. You have a similar condition when you show the 16mm film, that is true too, but at least you present a better picture. There is no radiation hazard—if there is a radiation hazard from a television screen or from a television tube—from the motion picture screen. It is by far easier on the students' eyes than is the television receiver and had the department gone and attempted to sell audio-visual in a better way in years gone by I do not think we should be confronted with these large expenditures here today on educational television. We can take the example of certain cities in the U.S. that have cut this out already.

An hon. member: Where?

Mr. B. Newman: There are a lot of them in the mid-west.

An hon. member: There are not.

Hon. Mr. Davis: With due respect to our neighbours to the south, none of them really have moved in quite the same direction and, I admit prejudice perhaps, not with as much success. I will try and relate the use of film



with television, leaving out other interests, just from a straight standpoint of numbers. For instance, you can distribute by television about 9,000 20-minute programmes. If you were to relate this in dollars in time to the use of film alone, you cannot come close to it. I am not going to get into the question of the 16mm as opposed to the TV screen and so on. Just look at it from straight standpoint of economics and availability of material. Television still presents a very economical way of having this material available to children.

The question of the student reacting to the impact of television and recognized mediums at home is also of some significance. Its immediacy is important, hopefully more so in the years that lie ahead. This is something that—

**Mr. B. Newman:** Mr. Chairman, may I ask the Minister if he intends to provide every classroom in the schools with a television receiver.

**Hon. Mr. Davis:** Mr. Chairman, I do not intend to do that.

**Mr. B. Newman:** . . . provide grants for the various boards of education to supply them?

**Hon. Mr. Davis:** There are grants available right now, of course, and a goodly number of classrooms have it. In some areas they do not, of course, because of the lack of availability of the programmes, which is something we are going to rectify once we get the transmission. It gets right back to that very basic point.

**Mr. B. Newman:** I would like to conclude my remarks.

**Hon. Mr. Davis:** I would just like to point out one other thing. We are doing some interesting things with respect to the vote we are now discussing. We have had discussions now with about five county units relevant to the films. We are in the process of decentralizing and making available to the county boards this material as a foundation for some sort of library. This is not in conflict with nor is it a duplication of the television facilities. We are also studying with Kent county and one or two others whether or not a 2,500 megahertz system would be better for them for local use than the establishment of a central library resource for films. We are interested, obviously, in both aspects, but we do not think that one is duplicating the other.

**Mr. B. Newman:** Mr. Chairman, I wish to conclude my remarks by saying I am not opposed to educational television. But I think the value of it has been greatly exaggerated in the discussions here. I think we have had a method of education by motion picture film that could do everything or practically everything other than give us a moon shot immediately, while it is taking place.

**Hon. Mr. Davis:** Right. But it could cost us a lot more.

**Mr. B. Newman:** But we could have an edited moon shot which would be, by far, better for the students to be viewing than 5½ or six hours of the day sitting and—I have seen them sit in classrooms for practically that length of time—watching some of this.

**Hon. Mr. Davis:** I too have been in a lot of classrooms. Not, of course, as many as the hon. member for Windsor-Walkerville, but I have yet to visit a school where they sit for 5½ hours watching television.

**Mr. Chairman:** Just before I call on Mr. Pitman, whose name I have down here, I wonder—with the indulgence of the committee—could I ask the Minister a question here? He and others have mentioned the 2,500 megahertz channel in the course of our discussions here. I am not clear where that fits into the context of Channel 19 discussions and others. Is it in the same UHF bracket as Channel 19?

**Hon. Mr. Davis:** No. The 2,500 megahertz system is a system for local distribution. London has one and there is one under study in the Niagara Peninsula. It is a method, Mr. Chairman, of distributing the material probably at hours that are more helpful to the time-tabling situation. Mr. Ide, how many can be in a broadcasting?

**Mr. T. R. Ide (Department of Education):** Eleven.

**Hon. Mr. Davis:** Mr. Ide tells me there is a possible capability of eleven broadcasts or transmissions at the same time with the 2,500 megahertz system. Once again, I suppose it is not unrelated to cable. For instance, if there were a 2,500 megahertz system in Peel county, they could pick up the transmission from Channel 19 and then distribute them locally if they so desire.

**Mr. Chairman:** Then it is like a point to point rather than on the direction?



**Hon. Mr. Davis:** Yes. It is another form of distribution.

**Mr. Chairman:** Thank you very much gentlemen. **Mr. Pitman.**

**Mr. Pitman:** Thank you, Mr. Chairman. This discussion, which has been initiated by the hon. member for Windsor-Walkerville on the full question of the role of audio-visuals, seems to point up exactly what we were talking about a few moments ago. I would disagree with him most violently that the film has any relationship to educational television. I think the reason that we had this confusion is that in the early years, educational television used far too many films. I think the point—which we surely all recognize—is that knowledge and our way of looking at what is going on changes so quickly year by year. So a discussion on urban problems today will be almost irrelevant a year from now. A discussion on the war in Vietnam today will be irrelevant one year from now. A discussion on the presidential situation in the United States will be irrelevant a month from now. Yet this is the kind of discussion which is going on in your classrooms as a result of educational television. There should be more up-to-date material available as a result of educational television.

**Mr. B. Newman:** How are you going to see this?

**Mr. Pitman:** Up until now I think the whole problem of transmission has been the log-jam. You are quite right that in many cases, especially in the secondary school, the programme came on while the class was taking physical education and it was impossible to have any effective viewing audience. All of this hardware we seem to have been talking about for the last three or four hours is designed to get the programme to the students at the right time. This is what it is all about. I think this comes right back to Mr. Ide again, and I say to him on the audio-visual that we must get a clear definition of the role of educational television and the roles of the other visuals because I think there are areas—particularly for information retrieval and particularly for areas like architecture—where the film is a far more effective media. What I want to come to again is that the great problem seems to me to be that you can never get the films when you want them either. I can remember they were always at least two months behind whenever I wanted a film.

**Mr. B. Newman:** You have to blame the department there. To make films available they could spend that \$8 million on films—

**Mr. Pitman:** . . . free films in many cases because—

**Mr. B. Newman:** . . . Shakespeare film obsolete—

**Mr. Pitman:** A Shakespeare film can be obsolete in a year, easily. The way you look at "Hamlet" this year is very different from the way we looked at "Hamlet" a year or two ago when we had President Johnson on the throne in the United States. I think it is extremely important the way we get these definitions out. The only point I want to get to is this: what I would like to get to is the question of localizing film libraries. This is one of the things the Hall-Dennis report says something should be done on.

**Hon. Mr. Davis:** Put on another check mark.

**Mr. Pitman:** Another check mark?

**Hon. Mr. Davis:** Yes. We are in the process—

**Mr. Pitman:** In the process? Then how long will it take you to?

**Hon. Mr. Davis:** This I do not say, but we are in the process.

**Mr. Pitman:** You are slowing down. What would you say is the priority for films? Is the budget actually going up or down in terms of money?

**Hon. Mr. Davis:** I would think we are relevantly at the same amount. But I do envisage that, as the centres are established and the resources are there, as far as the department is concerned we will probably progressively—and this is looking ahead a few years—become less involved. In other words, once the resource is set up—

**Mr. Pitman:** Right. Is there any involvement of teachers in making the decision of what should be restored; which films should be retained; which films should be duplicated? Because, quite frankly, much of the stuff you have had in your film library is now really junk. It is completely out of date.

**Hon. Mr. Davis:** Yes, the teachers are involved. But we make some determinations from the standpoint of demand and interest from the schools themselves. If we get a lot of requests for a particular film, obviously

there is a student and teacher reaction to it. It must be of some use to them. So this is a system of evaluation which is built right into it.

**Mr. Pitman:** Is this being co-ordinated with the film libraries which are usually involved with each area and each local region?

**Hon. Mr. Davis:** No. There is involvement with the resource centre of the department and with the school boards. There is no involvement, as I recall it, with the local library boards *per se*, although I would think there should be some degree of local co-operation there.

**Mr. Pitman:** Right. Thank you.

**Mr. Chairman:** Mr. Reid:

**Mr. T. Reid:** Mr. Chairman, I have a question to the Minister relating to the National Film Board which gets involved, perhaps in a complementary way, with the Minister's film section. A high school student telephoned me about a month ago to say that he had gone up to one of the public libraries in the city to get a film produced by the National Film Board. Unlike the previous year, he was told that the library had received instructions not to let National Film Board films out to students. This seems to be a new course of events. The films are much harder to get from the library system. May I ask the Minister, based on that question, what sort of co-ordination exists between the film section of the audio-visual branch and the National Film Board? Do you talk with them about eliminating duplication and so forth?

**Hon. Mr. Davis:** Oh yes, I think there is a very real degree of co-operation between the National Film Board and the audio-visual branch. I quite frankly have not heard of this problem being raised before, of a student going to a library. This has not been brought to our attention, but I will take a look at it.

**Mr. T. Reid:** The statement the student gave me, Mr. Chairman, was that they are a bit worried about the constitutional problem of the National Film Board getting involved in education, and—

**Hon. Mr. Davis:** I have not heard this.

**Mr. T. Reid:** I was wondering if the Minister would look into this and—

**Hon. Mr. Davis:** I will take that up, yes.

**Mr. T. Reid:**—and thus make it easier for the National Film Board's films to get out into the schools without raising a big constitutional issue of some sort.

I have gone through the film catalogue supplement for 1969, Mr. Chairman, very briefly, but could the Minister tell me what films are out concerning the abuse of drugs?

**Hon. Mr. Davis:** Mr. Chairman, I do not have the catalogue here. I would have to go through it but I think I am right in saying I do not believe there are any films on the use of drugs in this catalogue. I do not believe so. I will check it out and make sure.

**Mr. T. Reid:** Would the Minister think it would be a good idea?

**Hon. Mr. Davis:** We are in the process of determining just what is available, as I said in the other discussions on the total area.

**Mr. B. Newman:** Borrow the one from the city of Windsor. They have one.

**An hon. member:** It is a good one?

**Mr. Chairman:** Yes, would any other gentlemen care to speak on the subject of audio-visual education? We will carry that section then and go on to the Teacher Education with the sub-heading Office of the Directors. Any discussion? Mr. Pitman.

**Mr. W. Pitman:** Well, I would like to speak on teacher education as a whole.

**Mr. Chairman:** Yes. I must say, I am not quite clear on the way in which this is subdivided, but it looks as though this is all treated—yes, Office of the Director, Professional Development and Teachers Colleges—under the general category of Teacher Education, I think, Mr. Pitman. So I would say we will treat all this as one category with three items.

**Mr. Pitman:** Well, I would like to talk on the subject of teacher education, because I think that, of all the areas in the estimates of the Minister, this is perhaps the most important, and I think probably it is the most neglected.

**Hon. Mr. Davis:** With the first part I agree, with the second part, never.

**Mr. Pitman:** Well, I am sure the Minister would disagree. However, I think that if any vote in this estimate is the Achilles' heel of the Minister, it must be that of teacher education. Here we are, in the year 1969, and we are supposed to be on the threshold of a



new thrust in education. We have talked a great deal about revolutionizing the educational system of Ontario.

Mr. Chairman: Order, please.

Mr. Pitman: At the same time we are conscious of the fact that this kind of thrust can only come if we have teachers who are prepared to carry through this kind of activity. And yet I think if we look at the initiative of The Department of Education, if we look at the amount of money which is spent within The Department of Education, I think the most disappointing area is the area of teacher education. Now I am not going to read a great deal of material on this. The Minister is quite aware of the fact that we may have very modern schools, we may have a \$2-million-a-year building for the Ontario Institute for Studies in Education.

Hon. Mr. Davis: That is not quite right, but go ahead.

Mr. Pitman: Well, \$2 million rent of the building for the Ontario Institute for Studies in Education. That was the statement which was made here, Mr. Minister. I am only quoting what was—

Hon. Mr. Davis: Well, we will get you the breakdown for the hon. member for Kent (Mr. Spence). I think he—

Mr. Pitman: Well, I simply want to say that one looks at the teachers colleges and one simply wonders. I remember going into one unnamed teachers college and ending up on the top floor of this building, and simply feeling that if there had ever been a fire, you would have lost a whole generation of teachers from that area. Some of them are nothing more than fire traps. They are probably the most disgraceful buildings which any department in the Ontario government is responsible for looking after. I think the Minister would have to agree with that—at least for a small number of teachers colleges that—

Hon. Mr. Davis: There are a few that need to be updated.

Mr. Pitman: They do not need to be updated. They need to be torn down, and the Minister well knows it. Yet last year there were more students in those colleges than there have ever been in the history of those particular institutions.

Hon. Mr. Davis: Well, would the hon. member agree with me that as we are moving

towards integration with the universities, that it makes very great sense to locate them geographically on a university campus, and the two or three that I think we would agree to be improved, that there is some merit in the planning of them as we relate them to their future role within the university community.

Mr. Pitman: I would be most pleased to agree with the Minister if I felt that things were moving—

Hon. Mr. Davis: Well, they are.

Mr. Pitman: —with appropriate speed—

Hon. Mr. Davis: They are.

Mr. Pitman: —towards integration within the universities. Well, this is certainly not the view either of university authorities or the view of teachers college employees or certainly of the students who are in those colleges. I shall come back to this in a moment, but I do not think you can leave an area which is so critical as teacher education in almost a limbo for what is now becoming, oh, some several years, and certainly with no conscious opportunity for change maybe for one or two more years. In other words you have an interregnum at this point in time.

Hon. Mr. Davis: No, let us look at it factually, Mr. Chairman. The report came in. It was accepted by the—

Mr. Pitman: In 1966.

Hon. Mr. Davis: —government. Was it not accepted in the spring of 1966? There was a year and a half at least. I would say, with respect, Mr. Chairman, the universities did not initially welcome this with great enthusiasm. It took a good year and a half—let me finish—a good year and a half to come up with some agreement with the universities. In fact it was not finished until last May or June. And having been part of the discussions and the negotiations from time to time,

I have to say, Mr. Chairman, that the reservations were not on the part of the department.

Mr. Pitman: Well, I would suggest to the Minister, that in many cases things could have moved along much more quickly, and certainly could move along much more quickly now, and could have been for the last number of months. We will talk about one or two of these campuses.



**Hon. Mr. Davis:** But the hon. member has been involved in this. Does he not agree that there were certain reservations? I mean, they all agreed in principle. But when it came right down to recognizing existing staff and recognizing that they too had a very real role to play, and after recognizing certain economic problems, that there were these negotiations that did go on, and were not really retarded by the department.

**Mr. Pitman:** I would certainly say that there were difficulties in dealing with universities at that point in time. But I think that these have been largely resolved. I think they could have been resolved much more quickly with a greater degree of initiative. I think that at this point in time, the delay is essentially in the hands of The Department of Education.

Now, perhaps we can come back. I want to make the point that, during these three or four or five years, as I say the most critical time, perhaps, in the educational timetable of this province, we have thousands, really, of young people going to teachers' colleges who are completely unprepared for the kind of educational experience which they have to project over the next number of years. Now, may I just read one or two examples of this? There is a very good article by John Kelsey on March 20, 1969, which he entitles College in a Jam:

The hallway looks like the subway station and is filled with yelling, shoving high school students, all slamming locker doors and throwing running shoes at each other. First, through past a stack of cardboard cartons, storage overflow, under pipes and into an L-shaped cafeteria containing, perhaps, 100 chairs, and it is supposed to serve 1,500 people.

**Mr. E. Martel (Sudbury East):** Cafeteria? They are lucky they have got one. In North Bay they do do not.

**Mr. Pitman:** "There is a crisis in this place, and it is now", said Dr. H. K. Kahn, one of the three professors of psychology at the college of education, University of Toronto. He and his two colleagues teach a compulsory course in educational psychology to each of 1,100 students. Now the view of the professor again was: Here we are, desperately trying to do a good job, and then they (the college administrators) double the enrolment. For years this college has just not been sensitive to what people can and cannot do.

**Hon. Mr. Davis:** I do not want to interrupt, but let us try and make a distinction because the hon. member will have lots of opportunity in the House to debate the colleges of education, which do not happen to appear in these estimates.

**Mr. Pitman:** You do not have anything on the colleges of education?

**Hon. Mr. Davis:** I am afraid there is not a nickel in there for the colleges of education. I am sorry. We have cut them off completely.

**Mr. Pitman:** They are all in The Department of University Affairs?

**Hon. Mr. Davis:** They are indeed.

**Mr. Pitman:** Well, that is fine. We will deal with them in The Department of University Affairs. I still would suggest—well, I did not want to say that—these same conditions of overcrowding—

**Hon. Mr. Davis:** No they cannot be, because there are no teachers' colleges really with quite those numbers, are there?

**Mr. Pitman:** Not 1,500 but there is one which I think had some 900 which was built for 500, so in terms of ratio it is not far off.

**Hon. Mr. Davis:** It is not the same. It is not quite the same.

**Mr. Pitman:** You have the same situation in the entire policy of education. I can tell you in at least one of these colleges they have had classes of 50 to 51 students. They have 900 students with 17 staff. Now what kind of an educational experience is it for a young person when we are talking about individualizing?

**Hon. Mr. Davis:** I am intrigued because I am interested in this, too. Just so we will know what we are talking about, what teachers' college has 900 students and 17 staff?

**Mr. Pitman:** I think it was the Peterborough teachers' college that had 17 students—

**Hon. Mr. Davis:** No, 17 staff and 900 students.

**Mr. Pitman:** Five hundred.

**Hon. Mr. Davis:** Yes, 500. You are half right.

**Mr. Pitman:** I am half right.

Interjections by hon. members.

Mr. Pitman: I still say today that we are overcrowded. What was that college built for? Perhaps we might find that out.

Hon. Mr. Davis: About 550.

Mr. Pitman: It was built for something like 300. In other words, it was built for about half of the numbers that are there. What I am trying to get across to the Minister is that in this particular area he simply is not moving with speed and determination. After all, this report which came down in 1966 indicated that this would have to be done with considerable speed, and this speed certainly has not been evident. I think that others have been trying to get a provincial advisory committee on teacher education. Why has not the Minister employed this advisory committee?

Hon. Mr. Davis: Because in our agreements with the individual, and I think I have discussed this with the federation, I do not say there is complete agreement on it by any means, but we have established agreements with the universities setting up an advisory committee for each institution as they are developed. I think this perhaps—

Mr. Pitman: You have set up an advisory committee?

Hon. Mr. Davis: Yes.

Mr. Pitman: They are already set up for every one of these universities?

Hon. Mr. Davis: For every one that is being transferred. I do not say the agreements will be the same with each university but the Lakehead was the first. The one at Ottawa is substantially the same. We think the next two or three will be very similar, and in the agreements there is provision for an advisory council.

Mr. Pitman: But when was the committee set up for each of the teachers' colleges?

Hon. Mr. Davis: Just a second. The Lakehead was set up when?

An hon. member: 1960.

Hon. Mr. Davis: No, but the advisory committee and the agreement—

An hon. member: Last July.

Hon. Mr. Davis: The agreement was concluded as of July 1 and I understand the committee was set up as of July 1.

Mr. Pitman: But that is the only one that has been set up.

Hon. Mr. Davis: No, Ottawa is the second.

Mr. Pitman: What you are doing is, you are waiting until the—

Hon. Mr. Davis: We are setting up an advisory committee with each college as it is integrated with the university. This was the pattern with OCE, McArthur and so on.

Mr. Pitman: But surely this is the time when there should be discussions going on as to what teacher education should really be in the province of Ontario. The problem as I see it is that we have no real agreement as to what kind of a programme we are going to have in the various teachers' colleges across this province. There seems to be some kind of blind faith that because a teachers' college is a place in the university that somehow it is going to produce good teachers. I am not at all convinced that simply by moving a teachers' college onto a university campus, simply by prolonging the experience from one to four years, that they will be any wiser and will be any better teachers.

Hon. Mr. Davis: They will be more mature.

Mr. Pitman: Not necessarily.

Hon. Mr. Davis: Nothing is necessary, but—

Mr. Pitman: But the point is that I think we have to go as far as we can to make sure that we are necessarily turning out the best teachers possible.

Hon. Mr. Davis: Right, but this is why we think, Mr. Chairman, and the hon. member may disagree, that we do not want every teachers' college that is integrated with a university to be exactly the same as the one next door or 100 miles away. So we are in the process of establishing the advisory councils relative to each individual institution as they are integrated.

Mr. Pitman: As they are integrated?

Hon. Mr. Davis: Yes.

Mr. Pitman: Why would there not be an opportunity to have this kind of discussion going on right across the province, for the sake of all these institutions? Surely the teacher training is not to be so unique in each individual university that—

Hon. Mr. Davis: You will agree that they should not necessarily be all the same.



**Mr. Pitman:** No, I could not agree more. This report suggests that it should be the same. But surely there has to be some degree of uniformity, at least a guideline of what we expect and what we need for teacher education in the province of Ontario, which we expect every university to be carrying out in this programme.

**Hon. Mr. Davis:** Well, this is very hard to get into in detail, but the agreements themselves determine a portion of this to a degree. I think the hon. member would recognize that you have to give some flexibility. The programme is becoming the responsibility of the universities. It is not easy for us to say to the universities in some areas at least, "This is how you teach some of the humanities." You would not want this.

**Mr. Pitman:** I think what the universities really want to know is really what does a teacher need. I think they do want to know this. I do not think the universities feel they have the expertise within the department of psychology to provide every teacher with the basic information, or the philosophy department to provide the educational philosophy. I think that there should be conversations going on between those who are in the teachers colleges now, with the universities who are going to be integrated, and most of all with the professional teachers' organizations who have for a vast number of years been complaining about teacher education. The Minister knows that there is no area which will arouse the teaching profession as much as a discussion of teacher education. We only have to walk into any staff room in any school in Ontario and mention OCE, or mention a teachers college or elementary school and you will have a discussion, a confrontation which the Minister knows will be both angry and bitter.

**Hon. Mr. Davis:** No I do not think so. I have had a lot of discussions. I think that speaking generally, they are not completely content. No one would doubt this for a moment. They are frustrated, and so on. I look at the hon. member for Sarnia (Mr. Bullbrook) who once said in the House he did not agree with me. But I thought he was really a scholar.

**Mr. Bullbrook:** Do I look frustrated?

**Hon. Mr. Davis:** No, but I can recall, as a member of another profession, I did not particularly get excited. I think that a lot of us were far from moved with respect to the year or so that we spent on the practical

aspects of learning to become practitioners in the law. We did not find these years exciting.

Interjection by an hon. member.

**Hon. Mr. Davis:** No, but I am saying that I had a discussion with the students at OCE.

**Mr. Martel:** You do not learn to be a teacher at teachers college.

**Hon. Mr. Davis:** No, but there are some teachers who feel the experience has been very helpful.

**Mr. Martel:** No they do not.

**Mr. Pitman:** Well, look, I want to be very fair. Over the last couple of years with the freeing of the teachers college there have been some very interesting and exciting experiments going on in the individual teachers colleges.

**Hon. Mr. Davis:** Yes, a number of them, a lot of them. Very good ones.

**Mr. Pitman:** The problem is that I am afraid that this may very well be aborted, simply because there is not a sufficient degree of discussion within the teachers college between the teachers college and the professional organizations and the universities that are concerned. There is a kind of a wall between all of these groups. They are not carrying on a discussion. The morale within the teachers colleges is very, very low, simply because they do not know where they are going. They do not have any sense of security. Perhaps what is very important, they dropped down even in salary. The Minister knows that there is a large number of first-rate people who have left teachers colleges over the past couple of years who certainly are needed, and will be needed in teacher education, but have left—not just because of higher salaries—but simply because they have not any sense of involvement in where teacher education is going over the next decade. I think this is very serious, to leave the teachers college in limbo without being able to really play an effective role in shaping and fashioning teacher education of the future. They say at the universities that we must respect the autonomy of the university. I think that is to walk away from the problem. It simply is not an answer. I think the universities would welcome, or any university that was worth its salt would welcome, some degree of discussion with people within the—



**Hon. Mr. Davis:** And they have had it. There has been great discussion, some of it related pretty basically to economics but—

**Mr. Pitman:** Well that is what most of it has been over lately.

**Hon. Mr. Davis:** I know and this is the point I was making to the hon. member for Peterborough (Mr. Pitman) just a few minutes ago. This was one of the very real delays, and the delay was really on the part of our university friends and let us accept it.

**Mr. T. Reid:** Is that true of York University, though?

**Hon. Mr. Davis:** When York is interested from a standpoint of special education and so on. I am referring to those universities where there is an existing teachers' college and where the possible integration appears to be rather obvious. York is a different thing. The senate there has been interested in getting into special education—not part of the other operations.

**Mr. Pitman:** What about Windsor? It was passed by the senate. They requested a teachers' college and as far as I can see they are still in limbo. They do not know where they stand.

**Hon. Mr. Davis:** Mr. Chairman, I should point out that—well, let us lay it on the table—we are in discussions of some nature with York, not necessarily related to one of the existing institutions. We are well on the road at Brock.

**Mr. Pitman:** What do you mean by "well on the road?"

**Hon. Mr. Davis:** Towards the finalization of an agreement. There are now only one or two minor matters to be resolved with Brock. There have been discussions with Windsor as recently as this week. The point is, and we have to recognize this, that all of us here would like to have teacher education integrated with the universities, like yesterday. But it has to be recognized by the members of this committee we are talking of many thousands of dollars. We are talking about a very significant impact on the total costs of education. I believe very strongly that if you are going to have a qualified person in, say Grade 8, with a degree situation—whether it is a three-year or four-year programme is not relevant—that if you have somebody teaching in Grade 8 with that qualification, then they have the same entitlement to honorarium as a teacher in Grade

9. If the hon. member translates this—and say we have all degree people in the elementary grades within two or three years—and you recognize . . . I am just saying if you had this now, you cannot ignore the economic implications. The total cost in millions of dollars is somewhat substantial. Also, we face this: if you are going to move to a two- and eventually a three-year programme, hopefully some integration with the secondary school programme, perhaps faculties of education, then you have to do it on a phased basis. If we were to move to a total two-year programme next week for all the colleges in a given single year, well, you cannot do it. You then automatically cut off your supply of X number of thousand teachers in one year.

This is why it is being done and phased over a period of time. We have two finalized. There are four that are well along the road. Windsor is one of them. I just mention Windsor. I want to get them done in a hurry, but we have to accept some of the practical realities of the situation.

**Mr. Pitman:** What the Minister is saying then is that one of the reasons why we cannot move this any faster is that the total education budget of the province cannot accept the infusion of degree people into the elementary school. It would raise the salaries and therefore raise the cost of education in the school boards of Ontario.

**Hon. Mr. Davis:** No, no. To put it on to any one single point is not right. I am saying it has to be recognized as having an impact and you have to build up to it and be prepared for it. I am also saying that we have, as a department, a very real responsibility to see that there is a supply of teachers. If we were to move tomorrow to a two- or three-year programme for all the teachers' colleges for 1971, the elementary school teacher supply would be in relative chaos.

**Mr. Pitman:** But has there been any?

**Mr. Martel:** As far as teachers' colleges go, you took Ottawa the first year and made them go to grade 13, and the second year for the two-year course.

**Hon. Mr. Davis:** For the bilingual—

**Mr. Martel:** Nobody is suggesting you do it all in one year.

**Hon. Mr. Davis:** No, but the hon. member for Peterborough is asking why we do not move faster, and I am pointing out—

Mr. Martel: But we have not done any yet.

Hon. Mr. Davis: But we have. We have completed two.

An hon. member: . . . 15.

Hon. Mr. Davis: Yes, but 15. Who knows if this is the total number?

Mr. Pitman: Well, that is a very good question. Is it the total number?

Hon. Mr. Davis: I do not know. I quite honestly do not know.

Mr. Pitman: Then is it the policy of the department to encourage smaller teachers' colleges, where you would have an individualization of the programme?

Hon. Mr. Davis: No. It is a case of doing it in these location where you can integrate them successfully with the university community.

Mr. Pitman: Is that the basis then? The basis of successful integration with the university? Is that the criteria?

Hon. Mr. Davis: This is one of the criteria. It has to be.

Mr. Pitman: And what are some of the other criteria?

Hon. Mr. Davis: In what way?

Mr. Pitman: As to whether you are going to phase out some of your teachers' colleges and create larger ones.

Hon. Mr. Davis: I do not think it is a question of creating larger ones. We are in the relatively happy position at the moment that when it comes to a number of students within the teachers' colleges, we are well served.

Mr. Pitman: In fact, you got more than you needed last year.

Mr. Pitman: How many? Nine hundred?

Hon. Mr. Davis: It is a question of how one interprets need. As I mentioned in the House, if a teacher was prepared to go to the riding of the hon. member for Sudbury East (Mr. Martel), we think there were still jobs available for qualified teachers. There is no question that in the Metro Toronto area supply exceeded demand because a number decided that they did not want to teach beyond the confines of the larger urban centres.

Mr. Pitman: But I think the Minister would have to agree with the fact that he had an over-abundance of elementary teachers last year. Certainly we could have moved more quickly then in terms of cutting down the numbers by increasing the number of years that a certain number of those going into teachers' college have to put in. Also, we have not even begun to work in the internship plan, which has been suggested by the teachers' organization as a means of getting around this problem.

Hon. Mr. Davis: But we have. We have worked at the internship programme. We have discussed this with the federation. But we do not think that this will really supply a realistic number of teachers.

Mr. Pitman: Well, the teachers' organization seems to think that it will.

Hon. Mr. Davis: I do not think they do. This is not my recollection of the discussion. I stand to be corrected. We are in the position where part of our criteria has to relate to the acceptance and enthusiasm of the universities themselves. I am not now merely referring to economics. Some of the universities have not been ready. Some of them now indicate that they are. It has become a relatively popular thing to do. It was not a year ago. This also controls the speed of the integration.

Mr. Pitman: You bring up the whole question of economics. You say it will take thousands to integrate some of these colleges, but some of them are right there already. For example—

Hon. Mr. Davis: But let us face this: Mr. Woodruff can tell us the cost per year, but when you integrate them you also are going to extend the programme. Let us say you extend it from one year to two years, then you obviously are doubling the investment.

Mr. Pitman: Then what the Minister really is saying is that we cannot afford to put a priority on teacher education.

Hon. Mr. Davis: No, I am not saying that. Teacher education has a very real priority, but there are things that have to be recognized as we are bringing about the change from the teachers' colleges as they exist now into the university structure. Some of the changes are academic, some economic, some from the standpoint of maintaining a supply of teachers to the elementary schools during the transition period. And they are all very real.



**Mr. Pitman:** I would still suggest to the Minister that all the work done at the OISE is meaningless and pointless unless we get first quality teachers. I still suggest that we could be moving much more quickly, that we could be integrating, we could be improving the quality of teacher education, we could be improving the morale of the teachers colleges and the people in those colleges, we could be keeping the first-class teaching personnel that are there.

In some cases, at least, these colleges are getting along almost without libraries. The college staff are given very little money to go to conferences or to improve themselves professionally. I repeat that their own situation of insecurity has put them in a most unfortunate position. It bothers me no end that we should be passing millions of dollars of estimates on areas which I suggest are important, but will simply be useless unless we can get top-notch teachers into the classrooms.

It is rather interesting that the Hall-Dennis report places the emphasis on teacher education. That is where the key is, and they are dead right. Again and again and again, listening to the parents and the students, you see the fact that we are not yet producing the type of teacher who can really carry out the programme we need in Ontario education in the 1970s. Maybe the Minister will tell us: When will we have this integration completed? What is the programme time schedule?

**Hon. Mr. Davis:** There are two or three issues that have to be resolved before one can give the total time-table. Let us share my thoughts. We could share yours. We face a situation here in the Metro Toronto area. I express a personal point of view. It is not necessarily departmental policy nor necessarily the thinking of everybody involved. My own point of view is that, if the teachers colleges here are to become integrated with the University of Toronto and more than likely York, we should be giving consideration to developing a faculty of education that will look after both the elementary and secondary programmes. I think there are some reservations, perhaps even from within the profession itself, and—

Interjection by an hon. member.

**Hon. Mr. Davis:** Do not ask me why. I am just saying I think there are some.

Interjection by an hon. member.

**Hon. Mr. Davis:** I think there are some and as I say this is not departmental policy. It is something we have to think about because I think there is some merit in it. Then you get into the position: Does this mean a total four-year programme for everybody? Does it mean a shortened programme for those who might go into the elementary field? Does it mean common programmes? These are the decisions that are important and they are not easy to attain.

A lot of other people look to other jurisdictions. I will not name the provinces in particular but there are two or three that have the faculty of education approach to teacher training. But I think they will admit that at the end of two years of the programme there are a number of teachers who leave the faculty of education to participate in the teaching experience in the elementary grades. They have to have them. A few get into the secondary field.

You run into the Windsor situation where there is a certain geographic problem and I am sure the hon. member for Windsor-Walkerville will recognize this. The teachers college is geographically located in the city, but if it is to be totally integrated with the University of Windsor there is some physical problem related to this. I do not think there is any doubt about that and it is—

Interjection by an hon. member.

**Hon. Mr. Davis:** But it is a brand new facility. I do not know. I cannot speak for that but I do know that it is a new facility and we cannot just say it is not. With respect to Laurentian we are quite close. We are hoping to finalize a few internal problems with a site on the campus.

**Mr. Martel:** But you are sending it to North Bay, Mr. Minister.

**Hon. Mr. Davis:** No, no. It is going to be at Laurentian. We will have two.

**Mr. Martel:** Why two?

**Hon. Mr. Davis:** The hon. member for Peterborough was encouraging that we should have—

**Mr. Martel:** You are going to have a French one at Laurentian. What about an English one?

**Hon. Mr. Davis:** No, we are going to have a bilingual one.

**Mr. Martel:** Right. All right. Bilingual, split hairs.



**Hon. Mr. Davis:** No, I am not going to split hairs. It is a bilingual teachers college.

**Mr. Martel:** . . . English one and send it back to North Bay, are you not?

**Hon. Mr. Davis:** North Bay will continue. It is going to be developed and it has made some of the things possible there. It is going to be developed—

**Mr. Martel:** And pay double costs.

**Hon. Mr. Davis:** No, it is going to be developed in integration with the community college there, and probably with a school of nursing, so that we can have for the ancillary services an approach whereby they can be provided economically for the three institutions. I think it is a great idea. Where did I leave off, though, about Windsor? This is one of the problems we have to resolve.

Interjection by an hon. member.

**Hon. Mr. Davis:** I am just saying there are a number of problems. I wish there were only one single problem.

**Mr. Pitman:** I would not like to oversimplify the difficulties.

**Hon. Mr. Davis:** Incidentally, so that you will be right with your constituency, enrolment at Peterborough is 398 this year and the staff numbers 20.

**Mr. Pitman:** You have raised the staff and lowered the enrolment. Thank heaven for that.

**Hon. Mr. Davis:** All right, I just thought—

**Mr. Pitman:** But in the meantime, you lost the best teachers college principal you probably had in the province of Ontario. I think that is the tragedy.

**Hon. Mr. Davis:** I think he was very good. I always speak highly of my constituents too.

**Mr. Pitman:** That was not because he was a constituent.

**Hon. Mr. Davis:** No, I know. He was a very good friend.

**Mr. Pitman:** You can refer to Mr. Woodruff over there. I do not think he would deny my statement has some validity. Can I come back to it then?

**Hon. Mr. Davis:** There is another interesting fact. If we were to move in 1970 for admission with one year of university, this

being the minimum, this would create a probable shortage of between 2,000 and 3,000 teachers in the elementary classrooms. This is just the impact of making the change.

**Mr. Pitman:** You do not have to do it over the entire province in one year.

**Hon. Mr. Davis:** This is the point. We cannot do it in one year with the member—

**Mr. Pitman:** But two out of 15 is not the whole province.

**Hon. Mr. Davis:** No, but how many do we have in the province, 14, 15?

**Mr. Pitman:** I think by now you should have five or six and say by the following year you might have two or three more.

**Hon. Mr. Davis:** We are talking about 1970 at this point. I would think that we would come close to—maybe even exceed—the suggestion of the hon. member for Peterborough by September, 1970.

**Mr. Pitman:** You will have five or six operating by 1970?

**Hon. Mr. Davis:** I think there is a possibility.

**Mr. Pitman:** And then by 1971? Are you in negotiations with all the universities who have stated that they wished to have a teachers college? Are you carrying on negotiations and carrying on a continuing programme of integration?

**Hon. Mr. Davis:** It may be our fault. I think we have been. You say that we are not quite. We will dig, if you will dig.

**Mr. Pitman:** I do not want to resolve specifics. I am trying to deal with this in a very general way.

**Hon. Mr. Davis:** We do a lot of informal discussion.

Interjections by hon. members.

**Mr. Pitman:** That is very true. There is a great deal of good in informality but it can be very confusing when one tries to nail things down.

I would like to suggest, though, that if you are having five or six integrations by next fall that you will have not, I think, done your department proud by the fact that there has not been a discussion across this province on the nature of teacher education before this integration takes place.

**Hon. Mr. Davis:** Mr. Chairman, there has been some discussion, and I think, a fair amount of helpful and relevant material in the report. It may be three years ago and things have changed but there is still some there. There have been discussions with the individual institutions and we are not averse to discussing it with the profession at any time. But I think it gets down to doing it with the individual institutions as we move along.

**Mr. Pitman:** I will conclude my remarks at this point with simply the wish that (a) there could be a real forum for discussion of teacher education because I think it is the most critical subject we have in the system in Ontario at the present time, and (b) the Minister would get moving on this much more quickly to put more of his energy and his concern and his attention to this problem. I would hope that within a three- or four-year period we would have the kind of teacher education in Ontario which will produce the teachers that can do something with the Hall-Dennis report, and who can do something with the kind of materials which we have spent endless hours talking about here—either educational television or audio-visual and so on. As long as we have the hardware and not the personnel we are really in trouble.

Then I would say to the Minister the next job that he has is that of teacher re-training. We have a massive job of re-orienting teachers to the kind of educational system which we have to create in the 1970s and we have teachers who are so far out of touch—every other profession is out of touch within four or five years—and we have to find some way of getting teachers back in those universities, back into those classrooms to find out really what they are going to be able to accomplish in the next 10 or 15 years of their professional career. It is a massive job and I just wish you would move it along a bit.

**Mr. Martel:** Mr. Chairman, trying to get the Minister is like trying to nail a live butterfly to the wall.

Interjections by hon. members.

**Mr. Martel:** He made a point that he wanted to make sure the press—

Interjections by hon. members.

**Hon. Mr. Davis:** Mr. Chairman, I cannot see the hon. member for Sudbury East trying to nail a live butterfly to the wall.

Interjections by hon. members.

**Mr. Martel:** I just want to straighten one thing out from yesterday's discussion before we go on. I checked with OTF, Mr. Minister, and you played around with figures yesterday. You very quickly divided and you got the figure of a ratio of 1 to 26.

**Hon. Mr. Davis:** Yes, 26.7.

**Mr. Martel:** All right. In reality I was talking about the classroom load and it is not 26 and you know it. It does not happen at all. We checked a few schools in Toronto today and in one school there was a ratio of 1 to 30 but that includes your French teacher, the librarian, the vice-principal and the science teacher. Without these four the actual class load is closer to 35. I will tell you what the Minister did. He took the separate schools yesterday—409,000 students—and he took 15,000 teachers, that is the number who pay fees to the Ontario Federation of Catholic Teachers, and he simply divided one into the other and he got 26.7. But, Mr. Minister, you know I was not talking about that ratio. I was talking about the size of the classroom that teachers have to teach and there is a big difference. Now this is the point I was trying to drive home yesterday when I said—

**Hon. Mr. Davis:** But, Mr. Chairman, we have to work from some base. If you want to say to me that some are more than this, I agree. Some less, I agree.

**Mr. Martel:** Very few schools, Mr. Minister, have a classroom average of 26. This is the point I am making.

**Hon. Mr. Davis:** There are a number.

**Mr. Martel:** Not across the province. And I checked with OTF today on your high school figures. They were upset because in their last year you used guidance counsellors and you used all of the teachers—

**Hon. Mr. Davis:** But, Mr. Chairman, I hope they are not too upset. I will try and clarify it with them, because I did not say it was one to 17.

**Mr. Martel:** No, the point we are trying to make, Mr. Minister, is that the classroom load is much greater on the individual teacher than you are willing to admit, and you use distorted figures and play around with ratios which have nothing to do with it. The classroom load is what we are talking about.

Then we come into the teachers' colleges, and I maintain that the new programmes



which are being introduced, such as individualized work with a class of 35, is a physical impossibility. That is when the Minister came back and said the ratio was 26 to one. I checked *Hansard* today to see what the Minister—

Hon. Mr. Davis: It is 26.7.

Mr. Martel: Right, but that is the number of students in the system divided by the number of teachers teaching. You do not take the people who are involved in specialized fields and who come in and assist the counsellors and so on. In all those various fields—

Mr. B. Newman: And the shop subjects.

Mr. Martel: That is right. The Minister distorts and I think he does that for the press. The Minister likes to give things to the press.

Hon. Mr. Davis: Well, all right, but let us acknowledge there are not many shop situations in the elementary schools.

Mr. Martel: Well, there are lots of specialist teachers and librarians and principals and guidance counsellors.

Hon. Mr. Davis: And a number of principals are teaching, and a number of vice-principals.

Mr. Martel: Many are not teaching, not today.

Hon. Mr. Davis: Mr. Chairman, let us just look at this objectively as to what has happened in the past 18 years. This is on a provincial average. You can debate the basis, but the basis is the same across the province at least. Going back to 1950, it was 30.5. It went up to a high of 32.2 in, I guess, 1956-57. It has been progressively—the total graph is here—going in this direction until 1967-68 where it is at the 27.6 level—a very real diminution in the teacher-student ratio at the elementary level.

Mr. Martel: Student-teacher ratio. But, Mr. Minister, I am talking about classroom size and there is a big difference in ratio and classroom size. As I say, in Toronto, I am told by the English Catholic teachers' secretary today, that the classroom size is more in the neighbourhood between 33 and 34 than 26 to one. That is the point I am making. And this is what the high school teachers were offended at when I talked to OTF today.

Hon. Mr. Davis: Yes, well I do not know why they should be offended because I did not use the figure 17 to one ratio. You used the figure.

Mr. Martel: Well, I am sure if the Minister checks back he—

Hon. Mr. Davis: I am going to, because I made the point earlier that this figure had been used, and we did not say that this was the right amount at all.

Mr. Martel: The ratio you used?

Hon. Mr. Davis: Yes.

Mr. Martel: Well anyway, I just wanted to clarify that point, because what I am leading to, Mr. Minister, is that what is coming out of teachers' colleges today is quite a bit different from what came out years ago. For example, I was at teachers' college ten years ago. We took that the potato was a tuber. What is the sense of teaching formal matter to teachers? It is all in the books. I commented on these very points last year, and you did not reply. I checked that today too. Structuring, note-making, a good course in child psychology, testing to determine whether a child knows the subject-matter so that you can go on—these are the areas that are really not being covered in teachers' college, and these are the areas that when you go out as a teacher you have difficulty with.

I would like to deal with some of these. Structuring, for example. As I mentioned to the Minister yesterday, I have seen classes this year where 35 kids have not had a mathematics lesson this year. It is an individualized programme. Well, I believe in individualized work, but you have got to break it up into a certain number of groups—seven or eight if you want—and you teach a formal lesson to a group. Then you give them some work, let us say 20 pages. They maybe cover two or three pages a day and the teacher checks to see if they know how to do it. Mr. Minister, not one lesson has been taught this year yet. You go in and you ask the kids questions and they do not know where they are going. But the teacher thinks he is licensed to just let them do anything they want. This is wrong. We agree that there is individualized work—

Hon. Mr. Davis: . . . believe in Hall-Dennis?

Mr. Martel: But I do not think Hall-Dennis means this either.



**Hon. Mr. Davis:** Well, one of your colleagues in the profession said that that is what it did mean.

**Mr. Martel:** No, I think a lot of people have misinterpreted Hall-Dennis. Certainly he agrees in freedom to move, and so on, but he does not indicate that the child does nothing if he does not want to. The big problem is that the teacher does not know where he is going. There is a very serious problem, and we have to get to the bottom of it. Therefore, I think that, without even going into a four-year course, Mr. Minister, in teachers college, we could improve this by setting up nothing but methodology. Now I know Mr. Woodruff has given me some of the material on the new courses for this year, but—

**Hon. Mr. Davis:** Well, what about them?

**Mr. Martel:** Let us see what is going to develop. I know at the end of 1969—

**Hon. Mr. Davis:** Let us update our thinking, Mr. Chairman. What about the course content that you are now somewhat familiar with for 1969-1970?

**Mr. Martel:** Well, I have to see it work, Mr. Minister.

**Hon. Mr. Davis:** Yes, but—

**Mr. Martel:** I have only seen it on paper. Are the teachers colleges all implementing it?

**Hon. Mr. Davis:** Yes.

**Mr. Martel:** Well, the teachers tell me they are not.

**Hon. Mr. Davis:** Well, I do not know, I—

**Mr. Martel:** —the student teachers.

**Hon. Mr. Davis:** What about the concept and the course of studies that has been laid down for 1969-1970?

**Mr. Martel:** If they are adopted, it might work. If—

**Hon. Mr. Davis:** Yes, but they are there.

**Mr. Martel:** But up until 1969, Mr. Minister, you have been talking about new programmes and you have not been training teachers for them.

**Hon. Mr. Davis:** No, we have not been—

**Mr. Martel:** Yes, you have. The newspapers have been full for the last three or four years on a new programme, Mr. Minister. Miss

Ford, who teaches language experience in North Bay, and I have had this out. We had this out four years ago at a seminar, and we did not believe everything she told us—that kids should be able to get under the table and read the book under the table if they want. We did not believe that the child at the end of the first month in Grade 1 could write a nice story, we did not believe either, that she could teach reading to 35 kids all individually. And it is surprising, you know, today she is back to grouping. This is what she is teaching in teachers college—grouping.

The frustration that comes to the teachers, Mr. Minister, is that they read all of this and they believe now that they are obsolete, that they went out with the steam engine. And they are not. Because the changes that are in the Hall-Dennis report are not that great that many of the teachers—

**Hon. Mr. Davis:** It is too bad the hon. member for Peterborough left, because he was saying that a lot of the teachers do need a very substantial degree of upgrading.

**Mr. Martel:** Oh, I am saying that. I am saying that there are certain areas in which they must be taught. Structuring, I think, is the foremost. I will give you another example. They are teaching bridge in some schools. Teaching bridge is great but with one proviso, though, Mr. Minister—that they show that this can have a relationship, let us say, to equations.

**Hon. Mr. Davis:** We could not get this till we got to university.

**Mr. Martel:** Well, no, but the unfortunate part is many teachers are teaching bridge as though it is just a game. They do not attach a mathematical concept to it and this is wrong.

**Hon. Mr. Davis:** I often accuse my partners of behaving exactly the same way.

**Mr. Bullbrook:** . . . millions of dollars.

**Mr. Martel:** Well, to me this has to be the most important point—teacher training. You can have nice buildings—and we have lots of mausoleums—which are erected as edifices to architects. But it is the bodies inside that count.

**Mr. T. Reid:** What are the names of some of those buildings?

**Mr. Martel:** Well, go to North Bay, outside of North Bay, and one where they have got teak trimming in the woodwork, and you will see. But this is a misconception that we can

have nice buildings. To me the building does not have to be that nice. But the teachers have to be excellent.

Interjections by hon. members.

**Mr. T. Reid:** Where is the William G. Davis Memorial Secondary School?

**Hon. Mr. Davis:** Oh listen, hopefully not memorial yet!

**Mr. Martel:** Mr. Chairman, maybe I can ask Mr. Woodruff a question. How much progress, Mr. Woodruff, has been made in the note-making programme? When I went, we had two types of notes commonly handed to us—a point form and an essay-type note. I have a note-making programme we adopted in my school. It has 26 pages of different types of notes that could be made. Now, how many teachers are getting that today?

**Hon. Mr. Davis:** Well, Mr. Chairman, I will answer. We have got to all keep updated on this. Mr. Woodruff does not really know what the hon. member means by a note-making programme.

**Mr. Martel:** You tell him.

**Hon. Mr. Davis:** No. He is asking you, through me, what you mean by a note-making programme.

**Mr. Martel:** Well, the variety of methods by which children can make notes. Instead of always an essay, note or point form, you can put it on a map and use a map as a note. You can use diagrams. We draw up a 26-page document on this. Teachers colleges, up until this year, have been getting essay-type notes and point-form notes, which are just atrocious. There are hundreds of ways to record facts that are much more interesting for children. The variety adds to it. It is an area that was way out in left field, Mr. Minister, and still is.

**Hon. Mr. Davis:** There is no point in my reading it, but take a look at the 1969-1970 course of study. This is for the one year in the university graduate course. You can go into either the method section or the construction and context section and you will find many of the things we are discussing here—the question of structure, the question of individualized instruction, and so on. They are dealt with in some detail in the course of study, or curriculum, itself. It is there. The hon. member for Sudbury East indicated he thought this was an improvement.

**Mr. Martel:** If it is being introduced.

**Hon. Mr. Davis:** It is introduced. This is it.

**Mr. Martel:** No, no! There is so much that is being heard that really is not being introduced. I will give you a good example. The Minister indicated some time ago the criteria for getting into teachers colleges. Everything did not depend on marks, and yet we know that if we do not get 420 on seven papers, you do not go to teachers college this year.

**Hon. Mr. Davis:** When did I say it did not depend on marks?

**Mr. Martel:** The only criteria is not marks, is it? The whole thing about report cards which has gone on for the last four or five years that marks are not really that important.

**Hon. Mr. Davis:** But we are talking about admission to teachers colleges. The admissions are set down in the calendars. They are really quite clear.

**Mr. Martel:** Right, 420 or else; 419 and you are out.

**Hon. Mr. Davis:** Sure. Plus a medical. I did not say there was any other criteria. If you want me to name what I think constitutes a good teacher after he or she has graduated, I might give you some other thoughts. But the criteria as far as admission is concerned is laid out in the course in the calendar.

**Mr. Martel:** You think 420 should be the only criteria for entry? What about the university student?

**Hon. Mr. Davis:** What other criteria?

**Mr. Martel:** Well, let us say what their interests are. We have got a lot of students who—

**Hon. Mr. Davis:** Fine. So a teacher wants to go to teachers college. Very commendable. He has Grade 12, 51 per cent. Now are you saying to me that you admit that person when you have somebody from Grade 13 with 65 per cent, who also wants to go?

**Mr. Martel:** No. I am talking about Grade 13 graduates.

**Hon. Mr. Davis:** So how do you make the—

**Mr. Martel:** You turned them down this year with 419 did you not?



Hon. Mr. Davis: Sure.

Mr. Martel: And you accepted people who needed a second to go to the university course they wanted. They needed 66 per cent. They had no intention of teaching, but because they did not get 66 per cent, enough to get into the university course they wanted, they slopped off and went to teachers college.

Hon. Mr. Davis: But is this going to make them poorer teachers?

Mr. Martel: Right. Because that would not have been their first choice.

Hon. Mr. Davis: I do not want to prolong this, but if one pursues the rather illogical approach to this, it means that we simply eliminate marks as a criterion for admission to teachers colleges, colleges of education, universities or what have you. Do you do it on the basis of an interview with the friendly registrar? Do you tell the friendly registrar: "My gosh, I do not have all the marks I require, but I think I will make a good teacher." Do you say, "no" to an applicant who may not convince the registrar of his enthusiasm, though he may have the necessary qualifications? Who makes these judgement decisions?

Mr. Martel: Are there not tests that you give for entrance to university, for example?

Hon. Mr. Davis: We do not give any tests.

Mr. Martel: No, you do not, but the schools do.

Hon. Mr. Davis: No. The universities have some forms, but they also depend to a very great extent on the marks they receive from the secondary schools.

Mr. Martel: Right.

Hon. Mr. Davis: Right.

Mr. Martel: And I am saying that should—

Hon. Mr. Davis: And this is what we are doing with our teachers colleges.

Mr. Martel: But it is also The Department of Education, Mr. Minister, who insists, for example, on the new type of report card that many people are insisting on—the narrative type of report card where marks are not even included. They are not as important as formerly, or this is what we are told.

Hon. Mr. Davis: Mr. Chairman, I really do not know what the relevance of this is. We have said—

Mr. Martel: Well, if you want to get back on the track, let us get back to this thing then.

Hon. Mr. Davis: Well, all right.

Mr. Martel: Testing. What type of testing is being taught? I never saw, when I was in teachers college, or received any examples of the type of testing that should be going on to determine whether the child is prepared to move ahead.

Hon. Mr. Davis: Let us talk about 1969. Now, what is the problem with the testing programme?

Mr. Martel: I told you, Mr. Minister, that there is virtually no change. There are pronouncements in the paper like everything else surrounding education. But in reality, the changes are not there. This is where the frustration continues. Maybe teachers were expecting a lot more from the teachers colleges than what they read in the local news media. But what they are receiving—what is actually fact—is not the same thing.

Hon. Mr. Davis: I would say it is quite different from what the hon. member received when he was a student some few years ago. Quite a difference.

Mr. Martel: Is there?

Hon. Mr. Davis: Yes.

Mr. Martel: Well, I talked to your good friend from the Sudbury area just the other day—the director of education. His daughter graduated in 1969. He is frustrated. He says his daughter did not learn a thing. He said it was not worth the trouble of going there. Most teachers from four or five years ago will tell you that they could have taken in one month what they took all year except for the practise teaching. Those areas have to be improved. Hopefully they will be. But we have yet to see it.

One final point, Mr. Minister. Retraining. If we are going to introduce Hall-Dennis, if we are going to introduce anything else, what does the department intend to do about retraining the great mass of teachers who went to the type of teachers college we had up until last year, where they taught everyone at the same grade level? There are some extra teachers floating around right now who did not get jobs. What about the possibility of putting a team of experts in the field, and using these other teachers as supply teachers? Move the team around the province and retrain teachers in this method. For example,



you could come into the Sudbury area and with a team of eight or ten experts for three or four weeks, and, bringing in the overflow of teachers who do not have jobs, retrain 40 teachers in the Sudbury school system, either public or separate, some of the older teachers, in some of the new methods. They would then be prepared. I think teachers have reached the limit they intend to go with retraining on their own time at weekends and at their own expense. There is a growing concern that it takes too much of their own time if they are preparing adequately at night and on the week-ends. Well they like to have the week-end free.

**Hon. Mr. Davis:** We would all like to have our week-ends free. What are the alternatives?

**Mr. Martel:** Well, I just suggested that, Mr. Minister.

**Hon. Mr. Davis:** And what is that?

**Mr. Martel:** On sending a team of experts in.

**Hon. Mr. Davis:** Yes, but that is still on somebody's time somewhere.

**Mr. Martel:** But you would bring the supply teachers in. You would use the ones who did not get jobs and use them as supply teachers for perhaps three weeks. Then you get 40 teachers in a system retrained and they can assist the others, through meetings, and so on, to show them how it is done. But to just sit stagnant and hope that the summer courses will take up the slack is pipe-dreaming because too many teachers in the province will not go in summer for a variety of reasons.

**Hon. Mr. Davis:** No, but there are a goodly number, about 15,000 last year, who did go on a summer course. This constitutes about one-quarter of the total. The department itself has a great number of programme consultants who can assist in these things. But the profession may feel that they want some more financial assistance and want to do less in their own time. I think really the profession, if it is to be considered as a truly professional situation, will have to do some of this. They have to take some of the initiative.

**Mr. Martel:** I do not think they disagree, Mr. Minister. For example, they would not mind giving up a Friday evening. Let us say from 2 o'clock Friday they could get in and take two hours of school time and add a

comparable amount at least to the retraining in an in-service training. But there is great difficulty in trying to get local people to agree that if you give up a couple of hours of your own time, then the school system should give up a couple of hours and allow the teachers to—

**Hon. Mr. Davis:** But there are a lot of professions—I am not going to debate this at length.

**Mr. Bullbrook:** You have already debated it at length. You have been going for an hour.

**Mr. Martel:** Well, that is too bad.

**An hon. member:** It is too bad.

**Mr. Martel:** We listened for an hour and 15 minutes this afternoon on ETV from the member for Scarborough—

**Mr. Chairman:** Order, order! Mr. Minister has the floor at the moment.

**Hon. Mr. Davis:** Not to prolong it, but a professional person, whether in medicine, law, teaching or engineering has to devote some personal time to keeping up-to-date with the professional situation.

**Mr. Martel:** We agree with that. But we would like a little bit of the school time too.

**Mr. D. H. Morrow (Ottawa West):** Mr. Chairman, are we adjourning at 10.30? I want to rise for some 15 or 30 minutes and in congratulatory mood tell the Minister and the department what a wonderful job they have been doing in education. But if we are going to adjourn, why—

**Mr. Chairman:** Mr. Morrow, I was going to ask Mr. Martel if he has completed his observations on these sub-headings of the estimates. Mr. Reid has indicated that he would like to have a few words, and Mr. Newman as well, and Mr. Downer. So it looks as if, Mr. Morrow, we should adjourn now. Our normal time of adjournment is 10.30 p.m. and we would reconvene tomorrow morning at 10 a.m. I would hope that all of you would be here sharp at 10 so that we could pick up those observations at that time and get on with the rest of the estimates. If the committee is in agreement with that, then I will move that we adjourn the meeting till 10 a.m. tomorrow morning.

Motion agreed to.

The committee adjourned at 10.30 p.m.

## APPENDIX

(See page S-346)

A Statement on ETV  
by  
Albert Bowron  
representing  
The Ontario Library Association

The OLA is an organization concerned with the promotion of information and education by the use of community resources. Its 2,800 members represent all types of libraries—all university and college libraries, all public libraries, all special, government and school libraries. The OLA, in effect, speaks for the information and intellectual resources of the province.

The Department of Education has a large stake in the support and development of Ontario's libraries. For instance, there are 500 public libraries, 318 public library boards and 14 regional library systems in Ontario. Total expenditures on public libraries was \$29 million in 1968. Provincial grants amounted to \$6.5 million. Apart from the heavy use of these institutions by students (particularly secondary and post-secondary students) business, research workers and the general public for research and reference service, 49 million items were loaned by the public libraries of the province in 1968. Of this number perhaps 10 per cent would be non-book items, such as films, recordings, tapes, etc.

In short, we regard public libraries as centres of informal continuing adult education and, in effect, community resource centres for adults in the same way as school libraries are resource centres for the school-age child.

ETV up to the present has, in my opinion, been in training. Both META and ETVO have had little impact on the school or the community. How could it be otherwise when broadcast times for ITV programmes are pegged to a fixed schedule and adult programmes are broadcast late at night or early Sunday morning? Production of ETV and ITV programmes is impressive. Consumption in schools or in homes is abysmally low. As for quality, I refuse comment in the polite society of politicians except to say that most ETV

programmes so far have damaged the image of TV as much as Andrew Carnegie damaged the image of the public library years ago.

Channel 19 will help the situation somewhat. It will then be possible for ITV and ETV to be broadcast on an open system to all schools, libraries, homes and institutions equipped to receive a UHF signal. I personally have no worries about control. If the government wants to use it for propaganda, it will have to compete with a dozen commercial VHF channels in this area as well as the emerging competition of EVR (the film or video-tape cartridge soon to be available for use in a player attached to your home receiver). Impossible competition even for the Ontario taxpayer.

Distribution, to me, is the big problem for effective ETV.

In the Metro Toronto area, distribution via a multi-channel cable network from the production centre to private homes and the audio-visual centres of schools is one choice now open. In addition the public and university libraries in this area can distribute programmes in cassette or video-tape form to individuals or community institutions. This, too, could add to the choice of programmes available.

Outside this area the cheapest distribution system would not be to build a chain of microwave relay stations but to establish regional audio-visual centres from which libraries of reel or cassette tapes or film could be distributed to schools, community groups or individuals, via cable or via EVR units. Ontario's 14 regional library centres, co-ordinating the 500 public libraries and already supported by The Department of Education stand ready and able to become distribution centres for adult ETV and ITV programmes.

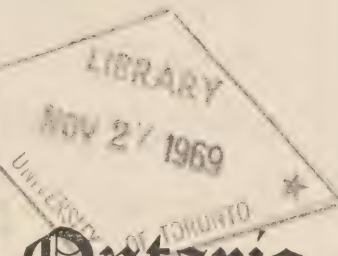
From Kenora to Cornwall, distributing centres already exist, potential "head-ends" or even production centres exist in our accepted, respected and long-established public libraries.

Of course, in return for the co-operation of the OLA, we would request membership on the planned provincial TV authority.









# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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Friday, November 14, 1969

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Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Friday, November 14, 1969

<b>Formal Education, K-13 Programme</b>	
Teacher Education .....	S-371
Correspondence Courses .....	S-392
Regional Decentralization .....	S-395
Motion to adjourn, Mr. Chairman, agreed to .....	S-405



# LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

FRIDAY, NOVEMBER 14, 1969

### ON THE ESTIMATES—DEPARTMENT OF EDUCATION (continued)

The committee met at 10.10 a.m. in committee room one.

**Mr. Chairman:** We will bring the meeting to order as we have a quorum.

Roll call.

**Mr. Chairman:** When we adjourned last night, gentlemen, I had four names remaining on my list for discussion of the subject of teacher education. There may be more yet but the first on the list is Mr. T. Reid, then Mr. Downer, then Mr. Villeneuve and Mr. Morrow, in that order. Mr. T. Reid.

**Mr. T. Reid (Scarborough East):** Mr. Chairman, I would like to endorse the views expressed by the New Democratic Party education critic, the hon. member for Peterborough (Mr. Pitman). I listened to his statements very carefully and find that I accept them completely, especially his remarks about teacher education in Ontario. I have a few additional points I would like to raise about this under this section in questions to the Minister. My understanding was that when the MacLeod report came out in 1966, the Ontario Teachers' Federation asked The Department of Education to establish an advisory committee made up of representatives of The Departments of Education and University Affairs and of the teaching profession.

I have talked to some of the officials at the Ontario Teachers' Federation and they argue that the government has ignored their request and has proceeded with its integration programme without ever consulting with them in a formal way on such a committee. They point out that they have not been consulted in either of the two cases of integration at Lakehead University and the Ottawa University. In fact, they say they had not even been informed of the developments until they were completed. I would like to ask the Minister, first of all, if I am correct in my understand-

ing that the MacLeod report did recommend such a committee, and whether or not the Minister intends to act upon that recommendation.

**Hon. W. G. Davis (Minister of Education):** Mr. Chairman, as I thought I explained last night, the MacLeod report recommended this advisory committee. We have determined to establish an advisory council for each institution as it is integrated. We are anxious to have the interest and the participation of the federation on these things. But the main areas of discussion with the universities have been related to the position of our employees. These are the employees of the teachers' colleges and their new spots within the university community. We have been very anxious to—protect is not the right word—to see that their positions are recognized.

Another main aspect of the discussions has been the financing, the question of location and whatever capital requirements may occur over the next number of years. While I am sure the teachers have an interest in these things, the main involvement has been the responsibility of the department in these matters of personnel and economics. We think the policy of having advisory councils for each institution really makes a great deal of sense.

It is very difficult to involve the federation in discussions as to the position of the department employees as they move into the university. This is something that surely is, you know, somewhat privy to the employees themselves.

**Mr. Chairman:** Anything further, Mr. Reid?

**Mr. T. Reid:** No, Mr. Chairman, not on that point—except that the MacLeod report made a recommendation and the Minister examined the recommendation and decided for his reasons not to accept the recommendation on page 21, section 65, of the MacLeod report. What the teachers were concerned about—it was not just the teachers' federation concern—was that they wanted to be involved

in the discussions on the admission requirements, the curriculum, the examinations and other related matters. I gather from the Minister's remarks he intends to bring them in when he feels that point has been reached.

**Hon. Mr. Davis:** We are. It is written right into the agreement, I do not know about the appointments. I believe they have already been made for the two that have been integrated.

**Mr. T. Reid:** Now the final point, Mr. Chairman, and this is in the direction of the views of the hon. member for Peterborough. I would say that the Liberal Party endorses this move to have the teachers' colleges—the education of elementary school teachers in the first instance—integrated into the university structure. One of the reasons we think this is necessary is that this will enable a type of specialization to take place which has hitherto, in my opinion, not been developed to the extent that it ought to be.

We could find that the teachers who wanted to specialize in certain areas would go to a university with a teaching college or a faculty of education attached to it which had that specialty. By concentrating experts in one or two centres across Ontario as opposed to five or six we can prevent unnecessary expense and duplication of courses and, I think, provide better training.

Those would be the only remarks, Mr. Chairman, that I would like to make on teacher education.

**Mr. Chairman:** Before we go on with the next subject, I have been advised by the government caucus office that Mr. Gilbertson is substituting today for Mr. G. E. Smith and that Mr. McNeill will be substituting for Mr. W. Newman. Do the NDP or Liberals have any substitutions to file with us?

**An hon. member:** We do not seem to have anybody here—there will be others along.

**Mr. B. Gilbertson (Algoma):** Where are we?

**Mr. Chairman:** On teacher education, Mr. Gilbertson, on page 49. There are some sub-headings there we are taking as a group.

**Hon. Mr. Davis:** There were occasions yesterday, Mr. Chairman, when if that question had been asked, we might all have said we did not know.

**Mr. Chairman:** Quite. The next speaker on my list is Mr. Downer.

**Mr. A. W. Downer (Dufferin-Simcoe):** Mr. Chairman, I would like to speak generally on the estimates not on the philosophy of education but on spending the money. I find it extremely difficult to disagree with the Minister. He has accomplished a great many things in The Department of Education. If you look at the columns there—the minus and the plus—I think you will find a great many more in the plus column than the minus column. I think he has won his laurels but I think perhaps the time has come for him to rest for a while on his laurels—

**An hon. member:** Are you asking for his resignation?

**Mr. Downer:** No, by no means. I think he is doing a good job.

You know the estimates have to do with the spending of public money. I know that if you look into your tax bill—and the ordinary man in the street is looking at his tax bill—more than half of the taxes go towards education. That is not counting the grants from the government. Half of the taxes go to education and the ordinary man in the street is finding it difficult to pay his taxes. That is why I say that perhaps we should go easy on some of these schemes.

As far as the teacher programme, I think we can give, put on the plus column, this much: that the Minister has made it possible for any school in the province to have qualified teachers. This is something new and this is all to the good.

But I also go along with him on transportation. You know transportation is perhaps the biggest thing that has revolutionized education in this province. Talk about your philosophy of education but the ordinary things are the things that count. Transportation has changed the whole set-up and boys and girls who were unable to attend school in days gone by are now all able to go to school.

There is an equal opportunity for the rural people. In fact sometimes I think the rural people have greater opportunities than the urban ones because they are picked up at the door and transported to the school. I say this is remarkable. He has done an excellent job. Not only that, I think perhaps his department is dominated by the teachers but then this committee is dominated by teachers and ex-teachers, too. But there is nothing wrong with the department being dominated by teachers, after all The Department of Health is dominated by doctors and



I think perhaps the educational branch is dominated by the teachers.

You know there are certain things that cause me concern, I know you cannot turn back the clock. We have county school boards but I often wonder why we did not have a pilot scheme first to see how things were going. There is a great deal of concern in the province over the school boards and county school boards. I am not going to go on with that except to say this: we should know what things are costing in this province.

Then we come to TV. Well I know that little angle is over, but you know as far as Ontario is concerned, there is a very great question as to its effectiveness—or possible effectiveness. I agree with the Minister or the hon. member for Sarnia (Mr. Bullbrook), he just arrived—I agree with the hon. member for Sarnia that we would like to know what the cost would be.

We get into these programmes and we have no idea what the real cost is going to be. The first thing it comes along and it is \$500,000 and the next thing we know it is \$5 million. That has been the story in all departments, not only in The Department of Education.

Then I am not enamoured of shared programmes. We have been caught in shared programmes before and let time ride. We have had to pick up the bag. For example, the vocational school programme—all of a sudden the federal government decided not to go on with it. This shared programme might be the very same thing, and we would be left with a great load. I do not think we are ready in this province to pick up the tab for some things that are of an unknown quantity. I think the time has come, especially in these days of inflation, when there should be a ceiling on spending. As I said a while ago the ordinary man on the street finds it difficult to meet his tax bills and provide for his family.

An hon. member: Hear, hear.

Mr. Downer: I think we should face up to these things. I do not take away any credit from the Minister. I think he has done a fine job, but on the other hand we should look at some of these things in a realistic manner. What I am saying today will be a little bit disjointed. For example, I picked up a little article in a newspaper some time ago and put it away and then when I got here I thought of this little article I picked up.

This has to do with guidance and teacher training.

This is the American influence on education in Ontario. It has to do with . . . Well it makes reference to a little article in a little magazine that is sent out by the department. I received this magazine myself on a couple of occasions—I have not received it lately. It is called the *School Guidance Worker*, published by the Ontario College of Education. Most of the articles in it are from American sources. I would like to read—put this in the record—this little article. These articles talk a lot about the theory of guidance for students in planning their future lives, but there seems to be a certain lack of sound, practical common sense about what they may expect in life.

We wonder, indeed, how many of the counsellors who read this magazine and tell students what they should do and the vocations or professions they should follow have any first-hand experience in anything outside teaching. Certainly guidance counsellors can be a great help in providing information for students about universities and their entrance requirements, about courses and where they are taught. But when it comes to evaluating the potential, the long term direction in which a student should travel, there is need for great caution.

There is, undoubtedly, need for a man and woman in each school to whom these students can go and talk about their problems and seek suggestions for their solutions. I agree with that. We should have someone in every school that a boy or girl can go to. But the quality of that advice is directly proportionate to the calibre of the man or woman. If a student is going into business, it is important that there be a clear realization that he has a great deal to learn. A high school graduate has little value in the world of business and it is desirable that he have no big ideas. Humility in starting out in life after school, is a very good thing. However, assuming that guidance has come to stay as part of Ontario education, surely it is possible for The Department of Education to furnish Canadian materials for its counsellors and not imprint an American pattern on Canadian schools.

Some articles published by child psychologists make strange reading to an adult who has to earn a living. What is needed in Ontario is a better quality high school graduate who can think, reason, write intelligibly, understand what is read, who appreciates that productive work is the only road to success. We suggest that some issues of the *School*



*Guidance Worker* may almost be classed as science fiction. The man who wrote that is absolutely true. Let us think about these things.

I mentioned a moment or two ago about taxes and you know the Welfare Council says we are living in an affluent society but the Welfare Council says it is not as affluent as we think—says that there are over 2 million people in Canada who live below the poverty line. It is all right to talk about these grandiose schemes of ours but unless the little fellow on the back streets can pay it, it all goes down the drain. So I ask the committee and the Minister to think about these things. I would also like to congratulate him on the fine job he is doing. Nevertheless, there are things in the minus column but there are a great many things in the plus column.

**Hon. Mr. Davis:** I might just point out, perhaps to relieve the mind of the hon. member for Dufferin-Simcoe, that that particular publication, in a desire to effect economy, is no longer being distributed.

**Mr. Downer:** Mr. Minister, I would like to ask one thing: has any consideration been given to paying merit pay to teachers?

**Hon. Mr. Davis:** There has been a great deal of consideration, Mr. Chairman, over the past several years. I think the Toronto Board or the Metro Board have been having some discussions—I do not know whether this is the exact terminology being used—but there has been some discussion of this. The other general point to make is the one that the hon. member points out one of the great contradictions today, in his own point of view, and it is what causes us all concern. That is the very real difficulty with respect to taxes and what people have to pay and then the recognized desire to improve the quality and qualifications of our teachers. This you do not do without an increased investment in the educational programme.

**Mr. Downer:** I have one further question before I go on. Could the Minister give me any idea as to the cost of publications that come out in ever increasing numbers from The Department of Education?

**Hon. Mr. Davis:** Mr. Chairman, perhaps we should draw a distinction there. There are a lot of educational publications and we are hopeful that the members are receiving them. They do not all come from the Infor-

mation Branch of The Department of Education where most of this is done. The amounts were set out. They were also set out while they were in the discussion of the Public Accounts Committee and I can get these for you. They were listed a few days ago.

**Mr. S. Lewis (Scarborough West):** Mr. Chairman, on one of the points that Mr. Downer raised. He and I see eye to eye on so many things. The political differences seem indistinguishable at times. What does the Minister feel about this Americanization tendency around books and materials and that sort of general problem? I, personally, am really quite anxious about it and I wonder whether the department has thought about it in ways other than just noting its occurrence and whether there is anything the Minister thinks he or the department might do to counteract this?

**Hon. Mr. Davis:** I think, Mr. Chairman, we are obviously concerned about it. I am just thinking out loud here. My own personal point of view at the elementary and secondary level is that the influences there perhaps are more external than internal. That is, the influences of television and the other communications media from the United States. As far as textbooks are concerned, as I said a few days ago, I think about 84 per cent of the texts being used in our school system are Canadian publications. You cannot—and I do not think we want to—prevent some periodicals and materials—some of them really very good—from being used in the school system, that are published elsewhere.

I think we have to accept the fact that our neighbours have developed a certain background of information, particularly in some of the social sciences that, properly used here, can be very helpful to us. I think it is necessary to keep a very real balance. We still have the requirements of citizenship, although we are somewhat more flexible here. I do not think, certainly at this moment that the question of Americanization—and I do not like that term but shall we say the non-Canadianization of the elementary and secondary system—relates to the internal programme. I will have some points of view to express when we get into the University Affairs estimates as to the situation there.

I think the other point that has to be made is that to continue to maintain this increase or maintain this level of Canadian material in our publications, in our textbooks, and those on Circular 14 will not be easy. I think there are many economic and cost problems. I am thinking now not from

our standpoint as a department, but from the publishers' standpoint.

Mr. Lewis: Right.

Hon. Mr. Davis: I think there are some difficulties on the horizon which I would like to think we as a department perhaps can help to resolve. But I see some dangers there.

Mr. Lewis: How?

Mr. Chairman: Let me just interject for a moment please, gentlemen. I have a list of speakers here. I permitted the last question from the hon. member for Scarborough West even though that was not in the order of my list of names, because it seemed related to the immediate question raised by the hon. member for Dufferin. I believe Mr. Lewis wants to raise another point. Is it directly on this same point, Mr. Lewis?

Mr. Lewis: Yes, except that I do not want to. I can come back to it.

Mr. Chairman: I will come back to you, then.

Mr. E. W. Martel (Sudbury East): I would like to just ask the Minister a short question on this—

Mr. Chairman: Provided it is directly related to the subject-matter raised by the hon. member for Dufferin-Simcoe.

Mr. Martel: It deals with publications, and dealing with three quick things—SRA, maps, and the tests that we use in the schools. This seems to be largely Americanized. Is there anyone being commissioned, for example, to produce—

Mr. Chairman: Would you please stand?

Mr. Martel: Pardon me . . . to produce maps and testing programmes that are Canadian in origin? For example, you can buy a series of maps from many publishers, and the maps from the United States are excellent. The maps that we use for Canada include maybe one or two maps in the whole series. In other words, you are buying 28 American maps, and in the book there are two Canadian maps. It is very difficult to work with, Mr. Minister.

I think the testing that is being used in the schools is largely Americanized, as is the case with the SRA programmes, which are excellent, but which have a good deal of American content. Could we possibly have someone commissioned by The Department of

Education to develop materials along the same lines, but that would be Canadian-oriented?

Hon. Mr. Davis: Mr. Chairman, I will look into the question of maps. This has not been raised before. We all more or less felt, I suppose, that a map is a map. But I will take a look at this and see just what the situation is. With respect to testing, we discussed this when the institute people were here. They have been involved in the development for the secondary school programme—the testing that does relate basically, not just to Ontario needs, but Canadian needs. I think they have made some very significant progress in this regard.

Mr. W. E. Johnston (Carleton): Mr. Chairman, there is actually just one matter that I am concerned with here. We have been talking a great deal in the committee about integration of teachers' colleges within the universities. I am sure that you are aware of the situation in Ottawa where our teachers' college is terribly outdated. It is a very old building that at one time was considered, I suppose, one of the finest buildings in our city. But it is completely outdated, and I simply would like to know what you have in mind in Ottawa. Whether or not there will be a new teachers' college or whether it will be integrated with one of the universities. Would you care to enlighten me on this?

Hon. Mr. Davis: Mr. Chairman, I would be delighted to try. I cannot help but observe that we are all concerned about the generalities of educational expenditure, but we as members are also concerned about the particular expenditures as they relate to our own areas. Perhaps there is more enthusiasm for the particular than for the general. Once again, there is nothing finalized here, but I think one could reasonably anticipate that the Ottawa Teachers' College, which is presently housed in something less than a modern facility in the downtown area of that great city, will become affiliated with the Carleton University programme. As to where it might be physically located—this is something that will have to be determined in conjunction with the officials of the university.

The Department of Public Works acquired some time ago a site for the teachers' college in Ottawa, but it is possible that because of the change in emphasis now, or the desire to move the colleges into the university programme, that perhaps some other suggestions may be made as far as site is concerned. But



there is no question that this is part of the plans of the department, and we recognize, Mr. Chairman, the very real desirability of somewhat substantially updating the physical facility in that community.

**Mr. W. Johnston:** In order, then, to stress that perhaps it holds top priority in planning for the future—

**Hon. Mr. Davis:** I will take very real note of the member's remarks.

**Mr. Chairman:** Thank you, Mr. Minister. Now, did Mr. Lewis have any further question?

**Mr. Lewis:** I just think that this might be the place to raise this matter, since it now has emerged, just a little more fully with the Minister, if that is permissible. I do not want to presume on the time inappropriately, but I do not know whether legislative grants will cover it or not. I just have five, six or seven minutes of thoughts on my mind because the hon. member for Carleton had alluded to it. I thought it might come in. I do not know how the teachers are going to cope with the problem of the choice you make amongst various materials or how the choice is arrived at. Does the Minister think that I should more appropriately hold it off?

**Hon. Mr. Davis:** Mr. Chairman, it does not matter to me. As I say, it was my thought that we should discuss the situation as it relates more particularly to the universities and The Department of University Affairs, but if the member has some thoughts I have no objection.

**Mr. Lewis:** Let me just point a couple of things out which I think the Minister and the committee might be interested in and which I think have some significance for the Ontario educational scene.

When the Minister says that 84 per cent of the books on Circular 14 are Canadian, what he really means is that Canadian subsidiaries of publishing companies in the United States and the United Kingdom are beginning to provide more books for the school system. If I can translate that one step further, what he is really saying is that essentially American texts, or indeed British texts, have had individual chapters adapted, so that they are acceptable for use in the Ontario school system.

In conversation with publishers—and particularly one publisher I was latterly talking to—they made it quite clear that this is one

of the realities. That when we are talking about Canadian texts what we really mean is that we have made those adaptations which are absolutely necessary in order to make an American text acceptable in Ontario schools. That does not mean that the flavour is then Canadian.

It means that it is a North American text with some particular relevance. For the publishers this raises very great problems and I think this is what the Minister was alluding to. The Canadian educational publishing industry is in serious straits. It is very, very difficult for Canadian educational publishers to compete with what is occurring in the United States. Just by way of a cost comparison, the United States spends 30 cents on the eventual retail net dollar to produce a book. In Canada it costs something like 42 cents or 43 cents, so that the obvious competitive disadvantage is now noteworthy. When the Minister says there are apprehensions in the future, I think his apprehensions are that the educational text book publishing industry may no longer be viable five years hence in this country.

That can be a fairly serious problem if one is trying to maintain a certain cultural or educational autonomy in terms of materials. I opened at random with my hon. colleague from Sudbury East a day or two ago. I was opening Circular 14 at random. I opened it at page 33. I looked at the publishers and I found that on this particular page, fully 50 per cent of the books—in fact more than 50 per cent of the books—were either American or British derivatives. That seemed to me to be unfortunate in a text book circular for the province of Ontario.

When you look at some of the names you will know that Dent is a British company, Holt, Reinhart and Winston is now owned by the Columbia Broadcasting System, Longmans is now owned 65 per cent by Harcourt, Brace and World, an American firm. Copp-Clarke is, of course, owned by Sir Isaac Pitman and there is much discussion behind the scenes that an American financial conglomerate may be moving in on Pitman. So that the whole text book industry, the entire text book industry, is going into American control.

**Hon. Mr. Davis:** Mr. Chairman, I think there should be quite a doubt, though, where the financial control or where the ownership rests that the fact is that the books are related. We reject those books that are just totally adapted. They are rejected for Circular 14. I have not gone over them all on page 33, but take the history programme. They are



not adaptations from American texts. I think where you get—influence is not the right word—but perhaps where there is the greatest utilization of material prepared elsewhere would be in the field of math and science. I do not think there is any doubt that in the physics programme—you know the new physics that was introduced four years ago—that a good portion of the material in the development of the text here came from some American work. This would also apply to a degree in the field of math as well. I am not going to argue with the hon. member as to problem of financial control over some of the Canadian publishing houses. All I am saying is that the materials that are being published relate very directly to Ontario and the Canadian curriculum.

**Mr. Lewis:** Right. So be it.

**Hon. Mr. Davis:** Certainly up to this point.

**Mr. Lewis:** That may be true. I am suggesting to you that the trend now is really a cause for concern. In fact we are talking about the life and death of Canadian publishing in the educational field. That is really what we are discussing. If you look at the autonomous Canadian concerns—Clark, Irwin, McClelland & Stewart, Ryerson Press, Gage, Macmillan—what do you have? What then is left? Longmans has been taken over. McGraw Hill is totally owned by an American company and Copp, Clarke is owned by Pitman. There is this discussion in the background, and there is just no question that the entire shift is to American control of the Canadian text book industry or the Canadian educational publishing industry.

**Mr. Chairman,** may I make one other point? If that were all then perhaps we could control it. But as the Minister knows probably better than I when he refers to the physics programme, the relevance or the role of text books and other reading material in the total learning spectrum is, of course, increasingly marginal. The vast production of the unit materials and the films and film strips and other educational hardware, as they call it, is what is dominating the classroom. It isn't merely in the physical sciences. It has begun to move into the social sciences. In the Harvard physics programme they spent \$19 million developing that programme. Then it was taken over by Holt, Reinhart for distribution. Gradually it penetrates into Canada while I don't suppose physics can be nationalized.

**Hon. Mr. Davis:** It is a sort of an international subject.

**Mr. Lewis:** Yes, I tend to think that is so, but the educational technology is almost exclusively in American hands. I do not know whether the Minister is aware of this, but let me name one or two of them. Not only has Litton Industries bought out Little, Brown and Van Nostrand, but they have created the American Book Company involved in educational hardware. It has now emerged as a significant educational hardware group and Litton Industries is a chief procurer of war materials for Vietnam. They are involved in vast industrial enterprises. The suggestion that educational technology would be anything other than a peripheral concern to add a few dollars to a ledger statement cannot be upheld. General Electric joined with *Time-Life* and bought out Silver Burdett and then formed the General Learning Corporation from which many of the materials derived.

**Hon. Mr. Davis:** Are they not having a little trouble?

**Mr. Lewis:** Whether *Time-Life* and General Electric ever have trouble is something that is debatable.

**Hon. Mr. Davis:** Yes, but I think that one particular organization—

**Mr. Lewis:** General Learning Corporation has had some difficulty but I understand they think now they have found a way of selling vast quantities to Canada or elsewhere.

**Hon. Mr. Davis:** I do not think so, maybe elsewhere.

**Mr. Lewis:** Xerox purchased Ginn and Company and is now moving into educational hardware. CBS purchased Random House and Holt, Reinhart and is now engaged in educational technology. IBM set up Science Research Association. That is well known in the educational field and it is funneling all the stuff into Canada so that you got Litton, IBM, General Electric, Xerox, CBS and Raytheon. Raytheon has something called Raytheon Education in Toronto—Raytheon Planning Systems in Toronto. Raytheon is, of course, the prime contractor for the guided missile programme—the Hawk and the Sparrow missile programme in the United States and it is largely involved in the ABM programme.

I mentioned these things to show that the prime focus of these groups that are gradually monopolizing the field of educational technology is hardly education. It tends to be almost exclusively things other than education. I have taken the amount of time I

want to take. I do not know how one counteracts it. I do not know what one does in Canada to counteract it because there is not a thing that we create here that can begin to compete with the influences of these educational hardware exporters in the United States.

**Hon. Mr. Davis:** One area where we can compete—and I do not want to re-open the discussions—but this is why I am hopeful the members here will become more enthusiastic about their support for the production of our own educational television materials—

**Mr. Lewis:** All right.

**Hon. Mr. Davis:** —because here we can speak very effectively to the extent—but we are being requested now not to re-open this discussion. I apologize Mr. Chairman, I meant to mention it is interesting how many teachers from Michigan and New York and the areas where our signal reaches, are interested in Ontario educational television.

**Mr. Martel:** You will not let them buy it out?

**Hon. Mr. Davis:** Oh, no. This does not mean that it is merchantable for the—

**Mr. Lewis:** You will not mortgage Channel 19 to NBC?

**Hon. Mr. Davis:** Oh, no, but if we can receive some economic return by its use elsewhere—

Interjection by an hon. member.

**Hon. Mr. Davis:** Our material for ETV, I think, compares favourably with anything that is available.

**Mr. Lewis:** That is probably true. The one other area I thought might be given some thought is the Ontario Institute. It may well be that the Minister should enter into some arrangements with some of the Ontario educational publishers. It may well be that the Ontario Institute will have to provide some of its \$10 million to underpin developments in educational technology or writing. You know you can no longer ever guarantee a Canadian writer of a text book. You cannot say to a Canadian writer, "Take a year off," or "Take a sabbatical," "Write a book in this or that given field," because there is not the money and the individual companies do not have the competitive money to do so any longer.

**Hon. Mr. Davis:** Yes, but of course the institute was some help in developing the multi media kit—

**Mr. Lewis:** Right.

**Hon. Mr. Davis:** —which I think you know is basically a Canadian development and one that has created quite an impact. As I say I think we have the capacity here to develop a lot of our own hardware technology. It is a very major economic problem. No question of that.

**Mr. Lewis:** In the context, then, of the teachers and the teacher's education—because this is where it tells—they are using the material initially and applying their extension to the school system. I am going to look at it a little more closely. I know some of the Minister's people are. But I think one senses a real danger here of having very little that is indigenous material. That is simply not tolerable in a school system. It may mean that some of the moneys have to be re-apportioned. Not new moneys. Some of the moneys which we are using in places like the institute should be re-apportioned to salvage certain of the autonomous trends we prefer to have.

**Mr. Chairman:** Mr. Martel.

**Mr. Martel:** I wanted one point on what my colleague has said, and I think he took it very well. It was that possibly we could re-allocate funds and commission more Canadians—experts in the various fields—to write the types of texts that would retain the definite Canadian flavour that we want in the Ontario educational system. It is the only way we are going to overcome Americanization from just creeping into everything. I hope the Minister takes note.

**Mr. Downer:** How about a uniform textbook for the whole province? It would certainly keep down costs somewhat.

**Hon. Mr. Davis:** Yes, there is no question of that.

**Mr. Downer:** There is another side to it too. The student going from school to school is all up in the air. There is a great deal of moving about these days, and the student is upset and concerned about this change of books from school to school.

**Mr. Martel:** I think in the super boards that will be largely overcome. They will handle that very easily.

**Mr. Chairman:** Mr. B. Newman.



**Mr. B. Newman** (Windsor-Walkerville): I think there are others who would wish to follow on the text-books comments. I would rather talk on teacher-education.

**Mr. T. Reid:** I would like two minutes on that.

**Mr. Chairman:** Mr. Reid, then.

**Mr. T. Reid:** I think the concern is very real here. I am sure the hon. member for Scarborough West and the hon. Minister—I have had direct experience in this. Maybe I have a conflict of interests on this. In fact, I do, for on the Minister's Circular 14 is a book that I edited.

**Hon. Mr. Davis:** We have never raised that.

**Mr. T. Reid:** No. I raise it. I have been through this, and I really feel that I know what the issue is. This is a book put out by Holt, Reinhart and Winston, an American-owned company. The thing that has struck me is that it is very concerned with Canadian economics. This book is selling because it is Canadian. I gather this is what is happening. I think that if OISE or the Minister could make it possible—I do not know whether we are into the problem of initial loans which are paid back if the book is sold—for people who are concerned with what is taught in our elementary and secondary schools—and many of these people are at our universities, though not necessarily so—to really get involved in controversial Canadian issues, and have these books put out. I find that the teachers want Canadian material. There is no question about that. I suspect that somehow there has been an under-evaluation of the actual market demand for these books. Of course the market demand has been stimulated by the Minister's own policy of allowing students to have certain books on loan, so to speak, for a whole year. I want to add simply that I am worried about the Americanization of publishing houses. They are really getting a marketing system when they buy, for other goods and not just books. This explains why Columbia which is getting into the educational hardware business, is getting to our school system. I do not know what the answers are, but I think it is a very serious problem.

**Hon. Mr. Davis:** Yes, quite serious. We are in the process of looking for some. I know you have heard me say before that the answers are not easy to find. I see we have an author ready to volunteer. Mr. Bullbrook, are you going to write one, too?

**Mr. J. E. Bullbrook** (Sarnia): No. I am not.

**Mr. B. Newman:** Mr. Chairman, I would like to bring up the idea of teacher-education. We all realize that the teachers themselves, especially at the elementary level, are interested in upgrading themselves as quickly as possible. They are looking forward to the day when their studies would be the equivalent of having a university degree. In their attempt to upgrade themselves they find themselves confronted with certain departmental regulations that prevent them from taking two board-sponsored courses at the same time. Quite often, as was the case in my own community last year, one of these board-sponsored courses happened to be on a Saturday morning. Yet, because the individuals were taking a board-sponsored course on one of the other week days, they were precluded and prevented from taking that board-sponsored course on the Saturday.

This was all in an attempt to upgrade themselves. Yet these same teachers could have gone to a local university and they could have taken courses at that university which would have interfered with their evening hours, their spare time, and they were not prevented from taking these particular courses. But The Department of Education in its memorandum 47 prevents these same individuals from taking two board-sponsored courses. I cannot see the logic behind this reasoning. I think we should encourage these teachers as much as possible to upgrade themselves, and as quickly as possible. There is no use saying they cannot take both courses and maintain their level of teaching ability in a classroom. If they can take a university course in the evening they should certainly be allowed to take as many courses as they can possibly take, within reason, in the one year and courses sponsored by the local boards of education.

**Hon. Mr. Davis:** Mr. Chairman, the hon. member for Windsor-Walkerville and I have discussed this on several other occasions. I am in complete agreement that the teachers should have every encouragement to improve their qualifications. The type of courses we are referring to involve about 100 hours of instruction. Beyond this is the preparation that is required, plus their teaching duties. It is the feeling of the department—and I think this is shared by a number of people in the profession—that if a person is going to conscientiously do both, to have another 100 hours of course structure plus preparation on top of the first 100 hours in a six- to seven-month period is a very



onerous task—something has to give. This is the only reason. We would be delighted to have them take three or four courses a year if it is physically and intellectually possible to do so. We are not trying to inhibit it.

**Mr. B. Newman:** What the Minister says is true. But let the teacher be the judge of whether he physically can take these two board-sponsored courses. Why should the department be the judge that they cannot take it?

**Hon. Mr. Davis:** Are we not in this position that perhaps it is halfway through the course before the teacher is in a position to then assess whether it is taking a little bit too much out of him before he says, "I cannot discharge my teaching duties adequately. I physically cannot manage this work load." At that point somebody is prejudiced, either the student or the teacher. Something has to give.

**Mr. B. Newman:** Mr. Chairman, no teacher is going to come along and take the type of course that is going to interfere with his regular day-time employment. The teacher is interested in up-grading himself as quickly as possible—being able to work to the maximum of his efficiency. But at the same time, why should they take seven or eight years to get a degree when they can cut that down to three or four years?

**Hon. Mr. Davis:** But these are not degree courses. That is the—

**Mr. B. Newman:** Yes they are. They are degree courses.

**Hon. Mr. Davis:** No. Not the course—

**Mr. B. Newman:** They are departmental credit courses.

**Hon. Mr. Davis:** Yes. That is right. Pardon me—

**Mr. B. Newman:** Which will lead to their degree—

**Hon. Mr. Davis:** No. No. Not the courses we are talking about.

**Mr. B. Newman:** The courses that I am referring to were.

**Hon. Mr. Davis:** We do not control the university courses or the number which the teacher takes. The one which you and I have been discussing—was it not the physical education one?

**Mr. B. Newman:** One was physical education and one was—

**Hon. Mr. Davis:** Right. That does not relate to credits for the year—

**Mr. B. Newman:** They get credit at the university for it.

**Hon. Mr. Davis:** That may or may not be. We do not give any credits that relate to the—

**Mr. Chairman:** Mr. Bullbrook.

**Mr. Bullbrook:** I do not know if this is appropriate. I wanted to ask the department through the Minister, in connection with teacher-training: what training is there in connection with the maintenance of the disciplinary responsibility of the teacher. It seems to me—if I might preface this by saying that we seem, literally, to be spending a billion dollars and no department invites the fertility of mind that I think this department does. We seem, of necessity, to get into philosophical dissertations and not concern ourselves greatly with the money that is being spent.

It is not my purpose to elasticize this exercise or unduly flatter my colleagues—they are much more knowledgeable than I—but I am interested by way of example under this question of the training that is given to teachers in connection with the maintenance of discipline within the classroom itself.

It would seem to me that the Hall-Dennis report regards the reciprocal relationship between teacher and student as that of a master and slave rather than a master and student and looks with disdain upon some of the traditional disciplinary availabilities that the teacher has had in the past. I agree with this to a certain extent. I am just wondering again, if the traditional cliché that I used a few weeks ago—throwing out the baby with the bath water—if this is not an example of the same thing.

I invite the consideration of the Minister, the members of the department and the members of this committee to take a critical look at this report by one, James Daly. I must say that at times I find it somewhat cynical.

Now this, sir, is the beauty of democracy, we can disagree with each other though I do not always disagree with the hon. member for Peterborough—I would think, on balance, I agree with him more than I disagree with him but I am certainly not going to throw this particular periodical

out *carte blanche* because he says I do not disagree with it.—I certainly do disagree with some of it.

If I might be permitted, let me read to you part of a page in connection with this total question of discipline within the classroom and as collateral to my question as to what really the posture is in teachers college in connection with disciplinary training.

The author says that perhaps the reporters had a vague inkling of the problem but their attempt to meet it stands out as the single most offensive paragraph in the whole document. It deserves full quotations:

The question remains that if punishment as a means of control is removed from the school, what alternative has the teacher. The committee suggests no simple alternative is inherent in the learning process, in the aims of education and in the performance of those teachers who seem to have little need of punitive classroom practice. Each suggests that the development of a sense of individual responsibility is a major goal in education. If this is so, then it is argued that this sense is developed—not by the imposition of rules set and enforced by an authority which inflicts punishment for violation—but by assuming that the children can and should learn to make their own decisions and to take responsibility for their actions in an atmosphere that is positive and encouraging.

The author then says:

As an example of arrogant—this is surely matchless. The committee says it suggests no simple alternative, in fact it suggests no alternative at all.

The point I want to make within the limitations of my ability to inquire and my ability to understand—The tendency that I grasp, as a layman, is that it is like speaking against widows and orphans to speak against education generally. This is the feeling that I get. That translates itself to a backbench member of this committee. When one speaks against the philosophy expounded in the Hall-Dennis report and in favour of some traditional environmental planes one should be relegated to the land of the hippopotamus, if you understand what I mean.

Interjections by hon. members.

**Mr. Bullbrook:** Indeed you do. One then hesitates, Mr. Chairman and Mr. Minister, to get up and in any way back the so-called traditional approach. I think it was absolutely exemplary of my reticence or the

reason for my reticence that when I mentioned this periodical, that Socrates of the socialistic educational philosophy, the hon. member for Peterborough, should say—surely you do not agree with that. But I want to ask you, if I might, Mr. Chairman, to the Minister, ask just what disciplinary availability there is and what type of attitude is given to the teachers now because I really feel Hall-Dennis regarded the relationship as master and slave and one cannot do justice to the whole philosophy involved in this somewhat direct approach I take. Really, I have had comments from teachers in the riding which I represent who feel that undue permissiveness does not do the majority of children a great benefit.

**Hon. Mr. Davis:** Mr. Chairman, I do not think the hon. member for Sarnia should apologize for taking a somewhat traditional approach on occasions. I like to think that others of us do as well—that is those traditions that are still relevant and make sense.

I think he will pardon me if I express to him my concern as Minister that it is not always easy to get a consensus. I think one could interpret some of his concerns are not in conflict—but not necessarily on all points—with some of the views expressed by the hon. member for Scarborough East.

Interjection by an hon. member.

**Hon. Mr. Davis:** In education no one has all the answers and nothing is all right or all wrong in my humble opinion. When it gets down to discipline I just make these general observations. It is built into the curriculum of the colleges, the question of administration, the study of the role of the teacher and his relationship with the pupil and increasing emphasis is made on psychological aspects and how you react to the problems of students. We know far more about this than we did ten years ago. We are still not as sophisticated in this area as I think we can become.

The question of how you discipline is, I think, something you learn to a degree from experience. We could get into a debate as to whether we should have corporal punishment or non-corporal punishment but this to me is only one aspect of discipline that you have to build in a reaction by the students to the teacher where they are sufficiently motivated and interested that discipline *per se* is a fringe issue. At the same time, I have said this on other occasions, I do not want to be philosophical or trite here this morning, these changes take place in



the educational system and within the adult society as well the one thing that has not kept pace with this greater permissiveness is a degree of self-discipline that we have not yet really developed. I say this to parents with some degree of regularity because I think it is also true of the adult community as well.

These are the things that we are in the process of doing. I think as we move into the university environment hopefully there will be more time for actual practise teaching in the classroom, where student teachers will have the opportunity to observe good teachers and how they can control the class. I think that is something that is in a person—their ability to motivate students—and I am not sure that we can teach it in its entirety.

**Mr. Bullbrook:** If I might just carry on for a moment. I am most interested in finding out how we spend \$9 million on regional decentralization. I do not mean to open a can of worms—if I can use that terrible vernacular—but I want the record to show that I am not an advocate of corporal punishment.

Interjections by hon. members.

**Mr. Martel:** —the department's philosophy for the hundredth time. As a teacher it still has not told me what a teacher can do. I have talked to inspector after inspector, regional supervisors, the whole bit, they tell us what we can do and some of the things are quite right—like kneeling and writing lines and corporal punishment. What can we do, Mr. Minister? Be specific.

**Hon. Mr. Davis:** The hon. member has been practising his profession—I forget how many years. You tell me how you do it.

**Mr. Martel:** Now just a second—

Interjections by hon. members.

**Hon. Mr. Davis:** For me to say how 80,000 teachers maintain discipline in their individual classrooms is a rather difficult question.

**Mr. Martel:** The problem, Mr. Minister, is teachers do not know what to do any more, and discipline is of vital concern to the teachers.

**Hon. Mr. Davis:** I know a lot of teachers who do.

**Mr. Martel:** It is tough, every one tells the teachers—

**Hon. Mr. Davis:** I think parents have the greatest problem with discipline there is today.

**Mr. Martel:** No. A teacher will act as a good, kind judicious parent—I believe that is the terminology in the Act. Now, tell me the good parent, Mr. Minister, that once in a while, does not give his child a cuff on the head. Teachers do not do this—

**Hon. Mr. Davis:** Listen, I can only speak as one parent.

**Mr. Martel:** How often do you do—

**Hon. Mr. Davis:** Oh, listen now, I have to plead some amendment.

**Mr. Martel:** You see, what it boils down to, then, is—how do you interpret it? If you are allowed to do what a good, kind judicious parent would do in many instances you would be given much more latitude than teachers are really given, because one of the things that you must insist on is that no one touches the child around the head or the face, and so on. Now we have moved into a position that even corporal punishment should be abolished in totality.

**Mr. T. Reid:** Hear, hear.

**Mr. Martel:** And writing lines should be abolished. And putting them out in the hall—because they might walk home on you—is abolished, and kneeling is abolished—

**An hon. member:** That is a new one. Was that one you used?

**Mr. Martel:** No, no.

**An hon. member:** Was it used on you?

Interjections by hon. members.

**Mr. Martel:** Oh yes, it was used on me, many times.

Interjections by hon. members.

**Mr. Chairman:** Order, order.

**Mr. Martel:** Teachers get the same answers from the inspectors that you have just given, and it does not leave them any clearer than you have just left the member for Sarnia.

**Hon. Mr. Davis:** He was so clear he left.

**Mr. Martel:** That is right. He could not take it any longer.

Interjections by hon. members.



**Mr. Chairman:** Mr. Pitman next.

**Mr. W. Pitman (Peterborough):** I find myself pretty lost when it comes to talking about this, because it seems to me it is an extremely complex problem. I am coming more and more to the feeling that this may not be totally capable of resolution within the school situation. What I am saying is this. I think, on occasion, I have suggested greater democratization of the schools, greater opportunity for choice among students, greater liberalization of the total school experience.

**Hon. Mr. Davis:** You should be careful how you phrase that. You do not really mean that.

**Mr. Pitman:** Liberalization with a small "l" and in quotation marks.

**Hon. Mr. Davis:** All right. I would join you in opposing the other.

Interjections by hon. members.

**Mr. Pitman:** I want to suggest to the Minister that I think that this is such a complex problem that I think that perhaps we should be talking rather about other institutional comprehensions of the problem. It seems to me that if you do all these things, there are still young people who, in spite of the more exciting educational programme, in spite of the better teachers, in spite of the more relevant curriculum, still present a discipline problem. So that I think the thing becomes not then a school problem, a learning problem, but rather a community problem.

Interjection by an hon. member.

**Mr. Pitman:** What I want to suggest is that possibly we should start to structure some kind of community response to the problem, because what I am afraid of is that—and I think the hon. member for Sudbury East is quite correct—teachers are confused. They do not know where they stand. They are afraid, in some cases, of what may happen in their classrooms. The principals feel as if they are sitting on a bomb which is going to explode at any moment.

Interjections by hon. members.

**Mr. Pitman:** No, I am not. What I am suggesting is that we cannot—

Interjections by hon. members.

**Mr. Pitman:** What I see in the book that the hon. member brought forward was rather

a return to traditional methods of corporal punishment and more—

Interjections by hon. members.

**Mr. Pitman:** I think I see in that a more traditional effort to get away from the kind of choices of liberalizing and all the options—

Interjections by hon. members.

**Mr. Pitman:** I want to make this point—

Interjections by hon. members.

**Mr. Pitman:** I want to make this point before I go on to another small point. I think that we are going to have to develop some kind of an approach within the community to deal with a very small minority, but a minority which may so completely undermine this kind of development in the schools that you will have the imposing of greater controls and greater disciplinary measures in order to try to stop this very small number from destroying the school atmosphere, destroying the school situation.

I suggest to the Minister that we should, I think within this department, begin to develop in some communities in Ontario a pilot project to involve the total community in this kind of of a problem—the Children's Aid Society, the juvenile courts—not putting policemen in the schools, but certainly involving all those who are concerned with young people in the community. Particularly, of course, psychologists, social workers and so on. I think that we really have to take it outside the school in the final instance so far as total discipline is concerned because the school cannot comprehend that kind of a problem which can be true for a very small number. I want to deal with one more point.

**Mr. Chairman:** Still on the subject of teaching?

**Mr. Pitman:** Yes. I want to talk for just a moment about the admission to teachers' colleges. I know that the Minister is making every effort to raise the admission levels of those who are going into teachers' colleges, but I want to bring to his attention a matter which I think is important. That is the fact that we in education want people of greater maturity, of wider experience, because we are demanding of teachers, particularly with very special classes, where we are dealing with ballet, drama and art, and so on, and we are trying to widen the curriculum but the average teacher is not able, I think, in many ways, to comprehend that widening of the curriculum.

As it is now, in order to get into teachers' college you must have Grade 13. I know this, you might say, is surely a minimum, but in some cases I would suggest that Grade 13 may be quite inappropriate as the basis on which admission should be allowed because in some cases a mature person, let us say who has only one or two subjects in Grade 13, finds it almost impossible today to get a Grade 13 level. This is the irony: it is easier to get into a university than to get into teachers' college.

**Hon. Mr. Davis:** Yes. I do not disagree. There are people, I am sure, who do not have their complete Grade 13 who could be very excellent teachers. But what does the principal of a teachers' college do? If you have X number of places—We had a slight surplus last year, it is hard to predict this year, but there may be again, we are not sure—what do you do when you have a qualified applicant with his total or her total Grade 13, and you have somebody who is a mature person with something less than that, who may or may not be a good teacher—how do you make the determination as to who should be admitted into the institution?

**Mr. Pitman:** Universities have that same problem, do they not?

**Hon. Mr. Davis:** Yes, except they do not have the problem of some degree of restriction on admission from another standpoint. If you open the doors completely, you are questioning the advisability of the government and the department really having as many in teachers' colleges as we did in this past year.

**Mr. Pitman:** Yes, I do.

**Hon. Mr. Davis:** So then, if you open the doors—and this is what universities have done—they have admitted; they have not restricted it; they have admitted mature students, and they have admitted everybody today with their 60 per cent or whatever the admission requirement is.

**Mr. Pitman:** But the point I am getting across that I think you are missing a bit is in getting people, certain kinds of people, who have special talents, and who could play a very real and important role in the educational system—

**Hon. Mr. Davis:** I do not doubt this for a moment, but at the same time, if you say that, you say to yourself that there is somebody who also may have very real talent that you can identify on the basis of the

Grade 13 and the 60 per cent, and how do you say to that person, "You cannot get in" and you say to somebody else, "You can"?

**Mr. Pitman:** But surely there must be a degree of flexibility about it. Surely, if you want to do what we have been talking about—

**Hon. Mr. Davis:** I put the same proposition to you. I could say that there are 18-year-old students with something less than 60 per cent and where the admission requirement at Trent University requires 60, and you say 60, and you will only admit at 60 or whatever the percentage is—I can produce, I am sure, some young people for you with less than that—

**Mr. Pitman:** And they have been allowed in in some cases—

**Hon. Mr. Davis:** Well—

**Mr. Pitman:** In many cases they have.

**Hon. Mr. Davis:** Very, very few.

Interjections by hon. members.

**Mr. Pitman:** They have been let in—that is what the university does, Mr. Minister. In many cases it sits—it has a panel and sits down with those young persons and talks with them and tries to find out whether they have 58 or 59 per cent. I have been involved in that process and it is time-consuming and it is demanding. But I say there is an inflexibility about it.

**Hon. Mr. Davis:** Trent may still be able to do this, but let us take two or three of the larger universities who at this stage, if you do not have the required marks—

**Mr. Pitman:** That is quite true because there is a computer. What we do is we simply take the top number and we slice off the bottom few—which does not matter—which is absurd. I say if you want these people you are going to have to do something to allow them in. This will be decided, really, when the universities take over. You will get these people in.

**Hon. Mr. Davis:** You may get them through the mature student who might come in—

**Mr. Pitman:** Right. But is that not fantastic? That they should be able to get through a university door, but they cannot get into a teachers' college?

**Hon. Mr. Davis:** No, but they may have to satisfy some requirements. We have no,



shall we say, testing procedures, and even if we did—

**Mr. Pitman:** Why do we not?

**Hon. Mr. Davis:** —beyond the Grade 13 because we have now a surplus of applicants with the required admission standards.

**Mr. Pitman:** A surplus of applicants surely is not an argument for not getting the finest people you can into the classroom.

**Hon. Mr. Davis:** How do you determine the finest person into the classroom?

**Mr. Pitman:** There are all kinds of tests, there are all kinds of panels of teachers. I am sure if you went to the local OSSTF or the local OTF and you said we want you to help us find the kind of people who can carry out some of the programmes which we want to make available in these peripheral areas and—well I will give you an example. There was a man who applied—

**Hon. Mr. Davis:** Can you get the OTF to pass a resolution saying we should admit into the teachers' college people with less than Grade 13?

**Mr. Pitman:** The Minister is trying to narrow it down to a completely impossible situation. What I am suggesting to you—

**Hon. Mr. Davis:** But you are fairly close to the impossible.

**Mr. Pitman:** There are special gifts, special—

**Hon. Mr. Davis:** No doubt.

**Mr. Pitman:** Okay, well let me give you an example. In the Peterborough Teachers' College last year, the honours list was made up of the majority of people who were mature students. The top student was a mature student. He got in, or under the line, because he did not have Grade 13. He got in through war experience and various other things. Very well, you had a man who is virtually the top naturalist in Ontario, who knows more about outdoor education than any other person that I know of across this province; Mr. Doug Saver, he headed the list at Peterborough Teachers' College. It was just very, very fortunate he got into teachers' college. Now the point is—

**Hon. Mr. Davis:** —a degree of flexibility—

**Mr. Pitman:** Well, war service is hardly the full limit of a degree of flexibility—

**Hon. Mr. Davis:** Nothing is the full limit.

**Mr. Pitman:** Well, I say if—

**Hon. Mr. Davis:** Nothing is the full limit.

**Mr. Pitman:** —there are other people in the television arts, there are other people in various arts who could make a real contribution and they cannot get in. I think the Minister has the power under section 11, 1B, of The Department of Education Act. The Minister has the right to accept in lieu of any requirement prescribed for a teacher, head of a department, director, supervisors, supervisor officer inspector, or for a candidate for certificate or for admission to school, such evidence of experience, academic scholarship or professional training as he may deem equivalent thereto.

Why can the Minister not use that power in cases where you have people who would make a very real contribution to the educational system of Ontario? Why can you not use that power?

**Hon. Mr. Davis:** Mr. Chairman, let us say that the Minister could use that power and there is somebody you thought should be admitted and there are X number of places. You cannot confine it to a single situation. If you are going to be flexible you have to be flexible for a goodly number of people. So you have somebody who is a mature person who has had a certain amount of experience because of his age in a certain area that might be helpful to you in the school system. So you say, "Mr. Smith, you are admitted."

Then you have somebody right out of university or right out of high school with grade 13 or a degree with the 65 or 70 per cent who might potentially be one of the finest teachers around, potentially, you do not know, because he is not mature, and then you say to that young person, "Because of the limitation on numbers, and the fact that we do not want to have large surpluses of teachers, we have admitted Mr. Smith. We think he will be a good teacher. We are not so sure about you. We have no real way of judging, you cannot get in."

**Mr. Pitman:** I think your point comes in that last comment: there is no way of judging. But there are many tests and interviews. There are all kinds of ways that could develop, I think, Mr. Chairman. What you are really saying is then that no person who does not have grade 13 can get into teachers' college even though they might have ability. Albert Einstein could not even get into your teachers' college. I could list some of the most brilliant, intelligent people in



this country who could not get into your teachers' college, who could make an immense contribution to education. Simply because you have adopted a completely inflexible position on this, I think you are going to find it very difficult to carry out some of the programmes which have been suggested in the Hall-Dennis—

**Hon. Mr. Davis:** I agree. Mr. Chairman, I do not say for a minute that there aren't solutions.

**Mr. Pitman:** What are the solutions?

**Hon. Mr. Davis:** Very simply, the university because they are not faced with the same limitations on numbers can admit them, give them a degree.

**Mr. Pitman:** So what you are saying is that the fellow who is mature—

**Hon. Mr. Davis:** The other thing is, that while we may be missing some people, and I am sure we are—we do in every profession and every education and every institutionalized situation. . . . I do not think one should say because we are missing some, that the very talented young people entering the profession are not going to perform as well as some of those that you say we are missing. They may even be better.

**Mr. Pitman:** In some of these cases, these people have experiences.

**Hon. Mr. Davis:** Well sure they have.

**Mr. Pitman:** Experiences which are of a useful nature. The problem of young people today is what they see in teachers is this: They see teachers who have gone through public school, high school. They go to university and are in the classroom. They have got out there in the world or on the street, in the market place, where something in it takes place which really makes it possible for them to tell it as it is. This is what young people are concerned about in the classroom today. They feel the people who are in front of them do not know, in many cases, what is going on out there. They are so completely out of touch. Yet here you have people who could bring real advantages to the school system and you cut them off.

I say you have the power and I say that it is impossible in some cases to get grade 13 because in many cases the subject areas are so different from their own training. For example, in mathematics. What person could come back now who graduated out of grade 12 with maybe a couple of grade 13 sub-

jects and take a mathematics course in grade 13? You could not do it. Who could come back and take a language course in grade 13? How many subjects could you get? I think I worked it out to about five that you could possibly start from scratch on and get a grade 13 subject—with immense difficulty. Yet I think these people could make an immense contribution if they were allowed through that grade 13 door in a more rational and more flexible way. They could play a real role.

**Hon. Mr. Davis:** Yes. Mr. Chairman, there is another way, too, of course, which the hon. member perhaps is not aware of. There was some editorial comment I recall very interestedly some six months ago when this was announced. Any student—and this means somebody from grade 12—who has gone through two years of community college and this means that only could it be grade 12, it could be somebody over 19 years of age, which would mean they would have roughly the same number of years that is required, perhaps one additional year, it is hard to judge, if they get 60 per cent they are admitted into teachers' college.

**Mr. Pitman:** But why? Again you struck down the person who is mature. There were no colleges of applied arts and technology when these people graduated but you are saying that now they have to go to a college of applied arts and technology.

**Hon. Mr. Davis:** Well all right. What is the alternative.

**Mr. Pitman:** What is the alternative? It is to look rationally as to what is a teacher and what a person who has had a wealth of experience in many many areas can bring into the educational system and to treat this with a degree of flexibility and realism that simply is not there.

I will take this a bit further. A few years ago, for example, a person who had spent maybe 10 or 20 years in a particular experience who offers this experience to the educational system starts right at go, right at the very bottom. Now you might say, well, that is being negotiated. In fact, I received a letter from the Deputy Minister when I was talking about an individual rewarded for experience in other areas and of certain boards when the boards are interested entirely in trying to keep the levels of salaries down, and good for them.

But the thing is, it seems to me that what we should be doing is finding ways by which

to recompense people for experience as well as for simple, straight academic achievement. I point to an example. I suggest to the Minister that ten years ago we felt we needed vocational teachers. We desperately needed vocational teachers because there was an explosion in the vocational area. But we did not simply say well we will simply make all these vocational teachers go through their whole educational experience even if they only graduated from Grade 10, then we will let them spend four years. We knew we had to fill those classrooms with people who could provide a vocational experience for young people. And so what did we do? We sat down I think, did we not, with the teachers profession, with the trustees and the department and we worked out a formula whereby people who had had a certain degree of successful work experience could come into the teaching profession, go into a secondary school—not an elementary school—a secondary school and play a full role in that school. Why can we not do the same thing. Why can we not sit down and develop more flexible means providing greater recompense—maybe five or six years of recompense for experience outside the academic and outside the teaching areas for people like this. I suggest to you if you want the kind of exciting programmes that you are talking about, and you are going to need—how much we will depend upon the total community, how much we are going to depend upon things going on outside the school, and people who have experience of things going on outside the school. I simply say to the Minister that unless he takes a very active role in dealing with these two problems, entrance to the teaching profession and recompense for people with experience outside the teaching profession, we are simply not going to be able to do this.

**Hon. Mr. Davis:** But we have a slight surplus this June. You would not be objecting—

**Mr. Pitman:** But the surplus is a wrong kind of surplus.

**Hon. Mr. Davis:** Who knows that it is the wrong kind of surplus? How can you, with great respect, say the students presently in our teachers' colleges are not going to be first-class teachers?

**Mr. Pitman:** I am not—

**Hon. Mr. Davis:** That is what you are saying—

**Mr. Pitman:** I am saying this: That the teachers you have in the teachers' colleges may very well be very fine teachers. But they would not have skills, they would not have the experience, they would not have the wider degree of—

**Hon. Mr. Davis:** Experience. Yes I agree, they would not have—

**Mr. Pitman:** But what does this report talk of? The MacLeod report on Teacher Training. What does it talk about all the way through? Again and again it talks about the fact that the young people coming out of our teachers' colleges do not have maturity—they use that word—maturity.

**Hon. Mr. Davis:** So, when you move to a three-year programme, which will happen, when the admission requirements will be basically established by the universities, then, of course, this discussion will become relatively academic. So we are talking about perhaps a two- or three-year period of time.

**Mr. Pitman:** How strange that the universities will have to solve your problems for you—

**Hon. Mr. Davis:** It is not a question of the universities having to solve the problem. Mind you, if they do, it is delightful. But they do not always solve our problems. I just point out to you that we are facing this year—and we were faced with last year—an excess in the number of young people who wished to enter the teaching profession. It is fine to sit back and say, "Set up a panel. Set up some people who are in a position to determine whether, at age 18 or 19, so-and-so will be a good teacher, compared to somebody who has been out in the commercial world," and so on, and to say, "No" to somebody who has the academic qualifications and perhaps as great a potential as—

**Mr. Pitman:** Would you not agree. . . . What do you mean by academic qualifications? It is marks in Grade 13 is it not?

**Hon. Mr. Davis:** Yes.

**Mr. Pitman:** I am sure the Minister realizes fully—

**Hon. Mr. Davis:** Of course I realize fully—

**Mr. Pitman:** —that marks in Grade 13 now no longer mean 60 per cent at all. If you took a student coming out of Grade 13—well, the very fact is that suddenly the students of Ontario got much more intelligent, tremendously much more intelligent, the



year after the Grade 13 departmental examination ended. There were only half as many failures in history, for example. Is it not amazing how they got so bright in one year. The point is—

Hon. Mr. Davis: This shows you the improvement in the system—

Mr. Pitman: Oh, Mr. Minister—

Mr. T. Reid: Wait till you see the failure rate in first year at university.

Mr. Pitman: What the Minister is not recognizing—

Interjections by hon. members.

Mr. Pitman: I did not want to get into this discussion. I am sure the Minister realizes that 60 per cent means nothing more than in that particular school, these particular teachers have assigned a mark that. . . . Heaven only knows what it means. That particular student might well be 80 per cent up in Temiskaming or some other place. I will try not to make any value judgments on the various parts of the province. But the student could be getting maybe 40 per cent in one school and 70 per cent in another. So to say that this 60 per cent has some magic for entrance to a teachers' college—whereas all that experience. . . . And in many cases the two or three subjects that this person may have in Grade 13 during the period in the department of the 1920s might be worth 80 per cent of that examination.

Hon. Mr. Davis: That is fine, Mr. Chairman, but let us face it. Every post-secondary institution is admitting on some basic criteria. The universities still, basically, are admitting on the basis of the Grade 12 and 13 marks, whether they come from the individual schools, or wherever they may obtain them. This is the basic entrance requirement. Let us accept it.

Mr. Pitman: Right now it is, but—

Hon. Mr. Davis: Well, sure it is.

Mr. Pitman: —there are some other indications that the universities are quite aware of this problem.

Hon. Mr. Davis: Yes, and so are we. This is the problem when you have more people. It is not like the vocational situation where we didn't have teachers.

Mr. Pitman: You do not have teachers without the kind of experience I am describ-

ing. You do not. They will not come out of a university—at least out of a high school kid who is in Grade 12.

Hon. Mr. Davis: Then what the hon. member is saying is that the board should, and we should, go out and actively recruit people from business and industry and the commercial world. And what percentage it would be—

Mr. Pitman: You do not have to recruit them. They are willing to come.

Hon. Mr. Davis: In very limited numbers—particularly males. It is very hard to interest them in the elementary grades, period. It is very doubtful that someone who is established and has a degree of experience, has accomplished something, is going to be very enthusiastic, particularly if he is raising a family, to move into the elementary teaching field at a starting salary of \$5,500.

Mr. Pitman: This is what we are talking about. We could do something about both of those things.

Mr. Chairman: Mr. Lewis.

Mr. Lewis: I simply wanted to say, Mr. Chairman, that I think the whole selection process is, in large measure, asinine. It seems to me that we have reached the point where it is possible to introduce the human factor into the choosing of people for these services to people—for these various professions. There is nothing in the world wrong in making some kind of major effort, emanating from the department, to introduce a series of boards and panels which take into account things other than the precise academic achievement.

May I point out, by way of comparison, that in a related field, and in fact a more difficult field, which is working with kids with various disabilities and disturbance problems, the hiring of staff is based on a lengthy interview with the applicant and a sense of whether or not that applicant—that future child care worker—can relate to or communicate with a disturbed or disadvantaged youngster. The educational achievement, indeed any kind of course achievement, is considered rather secondary.

An hon. member: That is necessary, but not sufficient.

Mr. Lewis: Well, necessary but not sufficient, all right, useful, as part of the equation, but by no means the determinant.



That is a trend that is now evident everywhere in North America, and it is very unfortunate that in the educational system this is precisely where the door is closed. Unless you have by computer analysis achieved a certain standard.

**Hon. Mr. Davis:** But it is not by computer analysis. This is—

**Mr. Lewis:** But it is a very arbitrary figure, is it not—60 per cent?

**Hon. Mr. Davis:** The figure of 60 per cent is arbitrary. But let us also recognize this because we heard a great deal about this last spring, when you say the human touch, the human factor, is not in operation. It is in fact the senior people in the secondary school system. We all heard a great deal about this—just how they needed an extra couple of weeks in June to properly assess and evaluate and have their promotion meetings. There are students who received perhaps an average of 58 point something or 59 per cent, where the principal and staff members recognized that in order to get into a university or teachers' college, they assess these people as individuals to determine whether or not there is merit in giving them a 60 per cent average so that they can move in. The human factor is very definitely involved. Those who say—

**Mr. Lewis:** Maybe they have 45 per cent, or 50 per cent. Maybe they are human beings who have a particular capacity to relate to kids, and to communicate. Why should they be excluded because of an arbitrary factor?

**Hon. Mr. Davis:** Mr. Chairman, there have to be some factors—

**Mr. Lewis:** All right, there have to be some.

**Hon. Mr. Davis:** And one of these basic factors, and one that has been evaluated with the human factor involved is the marks at the end of Grades 12 and 13. I have always stated that I do not believe in examinations being the sole criteria, or the sole means of assessment. But I also know this: that when you have, as we do at this moment, a large number of very capable students leaving the secondary schools, leaving the universities, who are anxious to enter the teaching profession, then it is not easy to make the kind of assessment to say who gets in and who does not.

**Mr. Lewis:** Let me say, however outrageous it may be to the Minister, that there

are a great many students who are dropping out of the secondary system, and dropping out of the university system. Let me deal with the latter. There are students dropping out of the university system who, in terms of their capacity to teach and to relate, would probably be superb.

**Hon. Mr. Davis:** That is fine. They are dropping out.

**Mr. Lewis:** They have no route of entry however in—

**Hon. Mr. Davis:** Yes, they have. If they are dropping out of the university system, they can move into the teachers' colleges tomorrow.

**Mr. Lewis:** Not always.

**Hon. Mr. Davis:** In 99 per cent of the cases—

**Mr. Lewis:** Well, I want to put to you that the capacity in this field should be a dominant factor, rather than mere marks. That is all I am talking about. I am talking about balance. At the moment, the predominant balance is the mark.

**Hon. Mr. Davis:** No question there. This is true of every post-secondary institution.

**Mr. Lewis:** Right. That is right. Well, that is what we have done. Now, it seems to me that it is time to begin to undo that emphasis and to move in other directions.

**Hon. Mr. Davis:** Yes, and it is in the process.

**Mr. Lewis:** That is really what we are saying. I remind the Minister we have talked about this kind of thing before. Friedenberg, in his magnificent little essay on teachers and youth, talks about the sense that the teachers who are coming into the system now have—the way they are processed through the system and the way they are slotted into the schools. The resentment this has developed in the teacher is frequently the focus of frustration in the school. That is because these people, by marks alone, are not suited to an educational environment. We exclude from our schools, therefore, in some considerable measure, all kinds of people who would be much better adapted—

**Hon. Mr. Davis:** Yes, but, Mr. Chairman, let us also accept this fact, that if you have, say, 25 per cent of the students enrolled at teachers' colleges who have something less than, or perhaps substantially less than, the

normal admission requirement, I think it is fair to speculate that the percentage of that 25 per cent who may not react, could be comparable to the 75 per cent. So there is no guarantee.

**Mr. Lewis:** Yes. As a matter of fact, I am inclined to think there is a guarantee, although there is no way of demonstrating it. My colleague from Peterborough indicated—I am sure he would agree as he talked in terms of discipline—why not give it a try? I am not saying that it is not desirable to have university graduates teaching in the system—obviously it is, and obviously the vast majority will eventually be. What we are simply saying is that it cannot be the sole criterion—there have to be other considerations which in large measure may emerge as more important, and they tend not to emerge that way now, and probably never will in this society, more and more technocratic as it is.

**Mr. Pitman:** I should like to make one more point too. It seems to me that many of the boards are simply saying, "We do not want the graduates of your teachers' college," and so they go to Great Britain, and begin recruiting in Great Britain, in spite of the fact that you have got a surplus.

They want people with experience, people with wider backgrounds, people with a more realistic background that they can pass on to the kids. Now surely—

**Hon. Mr. Davis:** Mr. Chairman, this is not what the hon. member has mentioned to me, nor has the federation. It has been one of the reasons for people going outside their jurisdiction—

**Mr. Pitman:** The trustees said that—

**Hon. Mr. Davis:** No, the profession. I am saying that these are not the reasons they say boards go outside this jurisdiction to recruit teachers. It has been suggested by some members in the profession that one reason the boards go outside, or did in the past, was partially for economic reasons.

**Mr. Pitman:** How do you mean—economic reasons? You mean they can get cheaper teachers? They have to pay them the same.

**Hon. Mr. Davis:** Yes, but they get teachers—

Interjections by hon. members.

**Hon. Mr. Davis:** But there is very little of this. There are not many boards going outside

Ontario at this moment, except in the areas of specialty—very few.

**Mr. Pitman:** But these are the people who have specialties that you have to bring in, under that very legislation.

**Hon. Mr. Davis:** They are not quite the specialties, I think, that the hon. member is referring to. It does not relate to maturity. And as I say, there are very few doing it. We have done it. We are somewhat flexible. We have done it with respect to oral French after some discussion with the federation. We did it with respect to oral French.

**Mr. Pitman:** I merely suggest that you extend that to very many other areas, which would provide them with a much more widely experienced body of teachers available to the board when they are hiring the teachers.

That reminds me, could I just bring up one more point? When are we going to change the hiring system in this province? What is the most despicable, disgraceful, cattle-market which you can imagine? Can't we do something about that and do it immediately? I have had so many teachers say to me that the most demeaning experience they have ever had in their lives is going through this, the cattle-stalls, as they are hired *en masse*, in the spring of each year. Surely as a profession we can set up some form of hiring which provides every board with the opportunity of meeting teachers under circumstances which are not as utterly inappropriate as those which take place in every teachers' college across this province.

**Hon. Mr. Davis:** Mr. Chairman, I think this has been very substantially reduced. We're not involved in the hiring process *per se*. This is something between the boards and the profession. They have had, I think, a number of discussions. I don't think they have completely resolved it, because, while no one is happy about the existing situation, they always find some reasons for maintaining it—not always to the disinterest of the teachers. I think the hon. member knows this. But the reason it will be, and has been, very substantially reduced, is that you have far fewer boards hiring, far fewer.

**Mr. Pitman:** One can hope.

**Hon. Mr. Davis:** This is true. But we will be delighted if they can find some other ways.

**Mr. Pitman:** Well, it does remind you of the whole process. The teachers' college is trying to produce an individual, and one with



some sense of pride in his profession. There is nothing which destroys that more adequately than the hiring process every spring.

Mr. Chairman: Mr. Reid.

Mr. T. Reid: I'll pass to the correspondence vote.

Mr. Chairman: Mr. Carruthers.

Mr. A. Carruthers (Durham): Mr. Chairman, I am not a member of this committee, but I am very interested in the subject which is under discussion at the present time. I realize, Mr. Minister and Mr. Chairman, that there are many practical problems involved—but I have 100 per cent sympathy with the sentiments expressed by Mr. Pitman and by others, because in my experience as a teacher and as a principal, I have seen so many young people who I am sure would make excellent teachers and who have never had that opportunity because of the strict academic standards set. I often regret the loss of many students, with the wonderful personality they have, the spirit of co-operation that they display, and the understanding they have of other people—to me that's one of the greatest characteristics of a teacher. I think we have all experienced the fact that we have been educated under teachers who are very brilliant academically, but who have no personality whatsoever, and who actually did not inspire their students.

On the other hand, we have many people who have real understanding. The other factor—we appear to place all the emphasis on academic qualifications, and this has been my criticism of the category system. So often many teachers, because of various reasons, would be unable to go from one category up to the top bracket but still are perhaps the outstanding teachers in their school. And this has been my own personal experience.

One experience I had was with a very brilliant academic teacher with a BA and an MA, who had written books on slow learners and the slow learning process. I put her with a class of 14 young people. She had to leave, she had to give up at Christmas time. She couldn't take it any more. I replaced her with a teacher who had none of that background, but knowing the personality of that teacher, I knew that she could fill the position and she did a marvellous job, because there was never any more trouble. If they had gone on much further, they were going to throw the other teacher and the furniture out the window. This was a lack of personality and a lack of understanding. I

do not know what you can do about this, but I often think that if the teachers' colleges—their representatives—could go out to the schools and ask, inquire, "Do you have any young people here who you think would make excellent teachers?" Certainly I, as a principal, could have picked out a number in my own school.

An hon. member: Hear, hear.

Mr. Carruthers: Yet I see so many cases, where, because of the money now involved in the teaching profession, many people get into it simply because it is a pretty good paying profession. And that should not be the criterion. As far as I am concerned, teachers are perhaps unique in the fact that they are moulding young people's lives, and they can ruin a life or they can inspire it. And so I think—I don't know whether it is practical or not—some consideration should be given, greater consideration should be given, to the personality and to other characteristics of the teacher.

Mr. T. Reid: Mr. Chairman—

Mr. Chairman: Is this under teacher education?

Mr. T. Reid: I just have one comment on that. The focus that I would see in the remarks that Mr. Pitman made, for myself, is this: I am very much concerned that there are a lot of four-year-old children in this province, as well perhaps 20 per cent of the five-year-old children in this province who are from the inner city area, from the disadvantaged areas of this province. In my humble opinion, Mr. Chairman, the type of person you need to work with those young people in the inner city schools—that is the age of four and five—can be better called Cabbage Town street workers as opposed to teachers who have got 80 per cent in their Grade 13. I simply say to the Minister—he knows my preoccupation with this issue—I would just say in this area again, I think there are a lot of good people being kept out of the teaching profession in the areas of special education, as I call it, for the disadvantaged children in the cities and certain rural areas such as northern Ontario who do not need the kind of teacher who is now going into the teaching colleges. They need people who have been working in YMCA's, street workers in Cabbage Town who might not even have the basic academic qualification because they got fed up with going to school, but who, if they were to be evaluated



by Atkinson college of York university evaluation, which is for people in an academic programme heading towards a degree, many would be found not to be wanting in the academic respect.

**Mr. A. W. Meen (York East):** Mr. Chairman, this subject has been discussed at some length, but somewhat like the hon. member for Sarnia, who, when talking in terms of the education profession says he is a layman, I consider myself a layman when we are talking in the education field, being in the practice of law. Coming as I do from a family—where I have two sisters who are high school teachers, a brother who has been associated with one of the big universities for all of his professional career, a couple of brothers-in-law who are high school teachers, a number of aunts and relatives who have been in the teaching profession in the junior schools for their entire careers, I think I have been exposed to the matter of the educational profession a great deal and I have sympathy in many areas for the problems they have to face.

The major point really made in this discussion seems to be, to me, the point of academic requirement for entry into the teachers' colleges. I have sympathy for this problem. I have heard it expressed, and I actually believe this to be the case from my own experience, that the teacher who had a tough time getting through those courses herself or himself, understands the problems of the kids he or she is now trying to teach and has a greater empathy with those children and can consequently be an inherently better teacher than the brilliant student who walked through the grades with the greatest of ease, who grasped everything the first time it was proposed—perhaps was one jump ahead of the teacher half the time—who can be a brilliant person when it comes to the academic. He can get into teachers' college without having had to work at all. He comes out and then becomes a teacher who has very little empathy with those children he is trying to teach.

Consequently he is by all odds a poorer risk for the teachers' college which is gambling on spending the money to teach that proposed teacher than the youngster who comes in to them having worked like the devil and maybe only obtained 58 or 65 per cent. But he knows what work is all about. But he has these other characteristics which my friend, the hon. member for Durham, has mentioned, things that would make him a much better teacher when once

he is out in the profession. I would urge the Minister and his department to seriously consider these arguments. That some other scheme of things be available. That there be greater flexibility than there seems to be at the moment.

I sympathize with his problems of drawing a line. We used to say in college a line must be drawn and that line must be drawn somewhere so it has been drawn somewhere. I say fine, but now we are getting to the stage where maybe we can be a little more selective. Let us not be selective just in the academic line. Let us look at the other factors as well.

**Mr. Chairman:** Correspondence courses, Mr. T. Reid.

**Mr. T. Reid:** Mr. Chairman, I would like to introduce this vote very briefly. This is one of the branches of the Minister's department that we did considerable research on. I wanted to see if we looked into a particular branch quite deeply what we would come up with. It is very interesting. We find that this branch is a very worthwhile branch of the Minister's department. It is a branch which has been in operation since 1926 and has an enrolment this year of about 50,000 people. Only six years ago, I understand the enrolment was 6,000, so there is a tremendous social community need that is being partly met by this branch.

One concern I do have, however, is again the centralization one, that the vast majority of the students—these are of course, part-time students primarily—live in the Metro or Golden Horseshoe area of the province and I would think just on that simple statement that the branch might try to identify more of the real community needs outside the Golden Horseshoe and try to satisfy more of those needs.

But on the whole we find that this is a branch which is being efficiently run, which has fairly clearly defined objectives, that has used in the past the money available to it very efficiently and most effectively and we support the work of this branch.

We did find one area, however, where we felt there is lack of co-ordination within the Minister's department and that is between the correspondence course branch—if I can call it that—and his educational television branch. We find that there is virtually no liaison—probably by choice on the part of the people in the correspondence course branch—with the educational television people. The issue again is one of inflexibility in the

present ETV system. Correspondence people feel, because of the timing of the ETV programmes, ETV is not too useful to their students.

The other concern in the relationship between the correspondence courses branch and ETV is that I gather there is virtually no feed-in into ETV programmes from the correspondence courses branch. I will preface that by saying, Mr. Chairman, that I think the correspondence branch probably has some pretty unique needs in terms of curriculum or the approach to the curriculum, even though the curriculum standards must be the same. I would suggest to the Minister that he try to draw in some of the excellent people in this branch of his department—not only into the curriculum planning branch but also with the people involved in curriculum planning within the ETV branch.

One question I have for the Minister, Mr. Chairman, is does he have any way of knowing what the need in Ontario is for this type of correspondence education? I would predict—from the feeling of what young people have about the formal education system—that six years from now we could well have 250,000 people wishing to gain their academic accreditation at the secondary school level through this type of correspondence. I was wondering if the Minister had initiated any study to determine the need for this type of course and so forth?

The second question I would ask him is this: Can the Minister explain again something which I have never understood and that is why could not Peter Kormos when he left the Welland school system, why could he not register for the correspondence course? Why was he blackballed?

**Hon. Mr. Davis:** Mr. Chairman: Dealing with the first part first. We have not done a comprehensive survey to try and determine how many people might become involved in the correspondence course programme. There has been an increase roughly of about 10 per cent a year. This has been the rough-rated growth. I think it is very difficult to really do a thorough evaluation of this and also to contemplate just where the correspondence courses in the future—for shall we say some of the mature people—might fit in with the increasing numbers who are taking courses at the community colleges. This is something that in two or three years we, I think, will endeavour to assess, once the college system is more firmly established.

Our own view is that probably, if we were to more actively promote or solicit an

interest in it, we could increase the service. I think this is perhaps so.

We are very encouraged by the reaction to the programme. Once again, without getting into a discussion of what should or should not be priorities, there are limitations. If you get into more active promotion, it means further investment of funds.

**Mr. T. Reid:** Before we get to the next question, could I suggest to the Minister that one of the best ways of evaluating anything whether it is the welfare programme or some other department or whether it is in his own department is to interview the people who are affected and in this case taking courses. This goes back to what the hon. member for Peterborough and I consistently come back to. You must not just ask your own people what they think about what they are doing—that is self-evaluation—but you must get back to the people who are on the receiving end of your programmes.

In this specific regard I would suggest to the Minister that he undertake a very inexpensive evaluation study, and to get a random selection of the 50,000 people involved in this course and ask them what they think of the course, perhaps in the form of a questionnaire in the first instance, maybe a follow-up to some extent, on a much smaller sample basis of a personal interview. The thing I think the Minister would find out from these people who are taking the courses for a lot of reasons and that it would be possible from that to predict what the real need might be in Ontario.

**Hon. Mr. Davis:** Well, Mr. Chairman, I can only say this. Basically we think the courses are functioning well. We do hear feed-back from people who are not completely content.

**Mr. T. Reid:** I mean a systematic study.

**Hon. Mr. Davis:** Yes, right. With respect to the case of a student who is suspended, the policy is just very simply that if the student is suspended from a school he is not eligible during that period of suspension for a correspondence course, simply that. When the suspension is lifted he then, of course, is eligible.

**Mr. T. Reid:** I just won't make an impassioned speech on Peter Kormos. I think the issue has two sides but I think, on the whole, he was hard done by. I simply say to the Minister that I disagree with that policy. I think that if a student is suspended by a school and a school board, particularly



if there has been an appeal, that that student ought to have the right to be able to take a course under the correspondence section of the Minister's department. I don't think the blackball should go right through the entire education system.

**Hon. Mr. Davis:** I think, Mr. Chairman, really, as there are two sides to this, not to the Peter Kormos problem, but there are two sides to this question of suspension. Really, perhaps, maybe the more appropriate way to resolve this is to, shall we say, update the suspension procedures, matters of appeal, and so on, which are presently under consideration.

**Mr. T. Reid:** This is the first time I have heard the Minister actually say it and now it is on the record that you want it changed within the next few months.

**Hon. Mr. Davis:** We have been looking at this for many, many months.

**Mr. T. Reid:** I have concluded my remarks on the correspondence section.

**Mr. Pitman:** If I might just say a word on the correspondence section. I had some experience with them and I think they are doing a great job. I wonder how much of this money is spent on advertising? I find a great many young people who do not know the existence of the correspondence courses branch. I find many do not know where it is, they do not know what it gives or anything about it. I wonder if the Minister might consider the possibility of linking the correspondence courses branch a little bit more specifically with the school programme so that no person would drop out of school without being handed a brochure on the existence of the correspondence courses branch.

This would, I think, ensure that full equalization of opportunity would be extended a bit further. I know the Minister has a problem here because I am sure that there are forms of correspondence courses and the private sector I suppose has the rules of play and perhaps it is felt that the private sector should have some kind of elbow room so to speak. I wonder if the Minister might consider this as a responsibility. I realize, to come back to priorities, that this may not seem to be terribly important in the over-all structure of the entire department. But I think that here we have a chance to provide a service to some people who perhaps do not find themselves at home within the present structure of the school system.

**Mr. B. Newman:** Mr. Chairman, the Peter Kormos case was brought up but I would like to discuss, or have the Minister express some view on, the Margo Jane Catherine case, the young lady, who, according to residence should be attending a county school but is registered in a city school. The city refuses to accept her, she refuses to stop attending the city school and as a result is trapped. Surely this problem should be resolved and it should be resolved now. Just to read the comments a member of the board—

**Hon. Mr. Davis:** Mr. Chairman, the hon. member and I have discussed this—

**Mr. B. Newman:** This girl has been inflicted with psychological and mental punishment—

**Hon. Mr. Davis:** Mr. Chairman, on a point of order, this does not really relate to the correspondence courses. I know the hon. member is concerned about this. He also knows that the deputy Minister of the department has been looking into this since last Tuesday or Wednesday—

**Mr. B. Newman:** Longer than that, Mr. Minister.

**Hon. Mr. Davis:** —in some detail, and I have no objection in him reading this into it, I am sure the papers back home know the representative from the area is concerned—we are all concerned. But I say with respect, it does not really relate to this vote and the particular estimates. I would say this: if he wants to ask, would this young lady be eligible for a correspondence course, I think my answer would be, "Yes, she is." But I do not think that is the solution to the problem. I only say we are continuing our investigation into this and at the moment I have some further word for the hon. member, I shall transmit it to him immediately. It is not as simple as he would suggest to the Minister, just saying to one of the two boards involved, "You do this." There are certain statutory inhibitions or limitations or what have you, and he knows this.

**Mr. B. Newman:** The only purpose in bringing this up is I was going to lead into the correspondence—

**Hon. Mr. Davis:** Right, well you can tell the young lady on the weekend that this is a solution, but I would like to think that that is not, in my view, a very good solution.



**Mr. B. Newman:** I hope the Minister's department does not delay in resolving this case because it—

**Hon. Mr. Davis:** Mr. Chairman, we never delay, but you know it is not sort of a unilateral piece of activity on the part of the department. You know the story.

**Mr. Chairman:** Regional decentralization.

**Mr. Bullbrook:** I just wanted to ask, I have searched the material and I do not understand what that means.

**Hon. Mr. Davis:** Mr. Chairman, the votes are different this year. In regional decentralization, there are funds being voted for the ten regional offices, Mr. Chairman, that have been part of the structure now for three or four years. These are sort of the resource centres, the regional superintendents, the programme consultants and really in sort of a small way the operative part of The Department of Education within the ten regions of the province. The hon. member for Sarnia, I think, has served his constituency through the London regional office, I believe. These sums here relate to that operation.

**Mr. Bullbrook:** Mr. Chairman, being interested, frankly, with some of the financial aspects of the concern of this department my understanding is, of course, that considerable numbers of your prior employees are now employed by the various county school boards. I wonder if you could then translate the figure of \$9,218,000 as related to your total expenditure under whatever heading was appropriate last year. I am interested in knowing what saving there has been or what additional expenditure has resulted from the take-over of some of your responsibilities on the local level. I just invite, without opening wounds.

For example, when we became involved in the non-confidence motion you were quick to point out that there was a saving of administrative costs by the Lambton county school board of some \$40,000. I point out to you, sir, that they purposely left out from that evaluation of their responsibility previously and the responsibility that they now have the fiscal responsibility concurrent there with those employees who had previously been employed by your department and now were their responsibility. So this is the concern that I express. Is there money being saved in this connection? How does it translate itself into your over-all budget?

**Hon. Mr. Davis:** Mr. Chairman, it is a bit premature to get all this information. Some of it is relatively encouraging. But it will be another few months before I can give the hon. member a complete picture. Initially, there are 41 fewer positions in the department, and this comes to about \$682,000. These will be people who have moved into the county board structure. This is not the final calculation but this is a decrease in our complement within the department. There will be some other reductions as time goes on, but that is the initial impact of it.

Interjection by an hon. member.

**Hon. Mr. Davis:** \$600,000 to \$700,000.

**Mr. Bullbrook:** And has that translated itself, Mr. Minister, to a reduction of your over-all budget, concurrent with this heading of some \$600,000?

**Hon. Mr. Davis:** I cannot right now—I would have to dig this out and relate it to last year's estimates because if the 41 staff complement had remained with the departments, and if there had been normal salary increases, there is no question it would amount to a reduction. How much of a reduction it amounts to in total dollars on the basis that those who are still with the department perhaps have received some increase—this I would have to dig out for the hon. member.

**Mr. Bullbrook:** Then might I say this—and again, not attempting to be offensive because I understand readily that the Minister cannot give answers in dollars and cents to all of those questions, but I am concerned with whether the transition of responsibility to the county boards has affected any saving. I am inclined to think that, again, it might have resulted in an additional cost to the taxpayers of some significance.

**Hon. Mr. Davis:** Mr. Chairman, I just give a personal point of view: I do not think it has. I would think that initially the *status quo* probably has been maintained. In other words, for the decrease in the department, there is an increase in the responsibility of the local board. Perhaps there are close to the same number of people being involved, because there are still the same number of teachers and the same number of students.

I would hazard a guess that there has been no significant increase in administration on a total provincial basis. There have been increases in the provision of fringe benefits and salaries across a county area. I think this

happened in the county of Lambton, as well as many others. But as far as total administration is concerned, I think we are within one or two percentage points of being substantially the way it would have been had the larger units not been created. We are talking of roughly the same number of people.

**Mr. Bullbrook:** The problem, to focus it, if I might, what we found is—and this has been mentioned to the Minister and his department before—an obligation, in some cases, strange as it may seem, of people really to take more money than they felt they were justifiably entitled to, and I am wondering whether—

**Hon. Mr. Davis:** They did not have to. No—one

**Mr. Bullbrook:** Let me say this to you—again, one does not want to refer too much to his own riding, but one has to deal in experience. There was one gentleman in our particular area whose salary was \$17,000, and because of the elevation of his position concurrent with the take-over of the county boards, he had to go to \$24,000. I spoke to him. He did not feel that that elevation was commensurate with the additional responsibilities. What I am interested in is this: those people who were transported from your responsibility to the county's responsibility—just what was their elevation in general status, and primarily, what was their elevation in salary? What were you paying some of your inspectors before, some of those who are now beholden to the county boards, and what are they being paid now? Can you give us some idea—

**Hon. Mr. Davis:** Mr. Chairman, it is very difficult, unless you get into individual situations and find out what exactly their responsibilities were prior to going into the county structure—

**An hon. member:** Oh, oh!

**Hon. Mr. Davis:** Now, just a minute. Let me finish.

If a person moved from, say, one of our area superintendents, to the position of director of education, there would be a more significant increase than if he moved from an area superintendent to perhaps assistant superintendent within the county structure. Therefore, I cannot say. I can only say that the provincial average with respect to the salaries of directors probably is in the neighbourhood of \$26,500 to \$27,000

in the county structures. This relates to the salaries. I mentioned this at the meeting at the Royal York some weeks ago here in the Metro Toronto area, where a lot of this stems from. It is in the neighbourhood of \$32,000 to \$35,000. It is the same way right down the scale. The salaries of principals, heads of departments, and right down to the classroom teachers for the various boards in the province, relate to a degree to the salaries set in the large urban centres. In other words, a director of education in Lambton county may not, in total numbers, have the same responsibilities as the director of education in, perhaps, Etobicoke, but as far as qualifications and leadership capacity is concerned, as far as the ability to develop what we think will be an educational system, then surely he is the kind of man who should have the same talents as exist in the individual whether he is in Etobicoke, North York, Peel or what have you. As I say, the salary structure, you may say, is too high and you know I was continually interested in seeing last spring that so many of the stories read "so-and-so paid Davis plus two, or Davis plus one", so I am not going to get into that discussion today because—

**Mr. Lewis:** It is safer—

**Hon. Mr. Davis:** A little better, is it not?

**Mr. Lewis:** Not that we have commensurate responsibilities—

**Hon. Mr. Davis:** A secondary school principal here in Metro Toronto is earning somewhere in the neighbourhood of \$21,000. Perhaps I should not say this. There are some schools—well, I think some of them are earning it. How do you get someone, then, to move from this situation into an area where they need this, at something less? In the same way the hon. member for Sarnia would not practise law for much less in Sarnia than he would in Brampton.

**Mr. Bullbrook:** Then put it this way: my concern—and I think I do express the concern of some members—is what one of necessity has to appreciate—the philosophical involvement in the field of education—that responsibility in this committee. I really do feel an essential responsibility in connection with dollars and cents. What I would like to have eventually is to be able to sit down and look at the transition or translation of some of the responsibility of the department over to the country boards—to have a look and see exactly what this is costing the taxpayer. If we could



ever do this. Am I asking something that perhaps is—?

**Mr. Lewis:** No. You are dead on—

**Mr. Bullbrook:** In this mass of figures, I attempted to look at the item—I picked that out—regional decentralization. I went to your information papers and I couldn't find anything in connection with this. Perhaps it should not be there. But the point I made is this: I find that I am monumentally ignorant in connection with dollars and cents, with the department which spends the most money, which is the greatest burden on the taxpayer—and I do not use these phrases simply because they might be politically expedient, believe me—but I am very much interested in looking and seeing.

I believe in the concept that you cannot spend too much money to adequately and properly educate our children. What we are interested in in this committee, as a committee of supply, and the inherent responsibility, is: are we spending the public money properly? For example, in this field of regional decentralization, I would have thought that we might be able to find out if there had been an appropriate saving to the taxpayer.

**Hon. Mr. Davis:** Mr. Chairman. No, I cannot put it on the basis of a total saving to the taxpayer. There is a saving to the department. I do not wish to prolong this, but there is some, perhaps, dim recollection of the basic philosophy of the restructuring of the school units. While we are very optimistic—and I think there are evidences already that because of the restructuring there will be economic savings—the basic purpose behind this, and it was always explained thus, was the development of the equality of the educational programme. So if you ask me if the total dollars this year are higher than last year in the county units, they will be without question, in some county units, because of the movement up of many of the salaries of many at the elementary level in particular. There is the question of fringe benefits, which varied from one school board to another within a two-mile radius. When it comes down to the total cost of the strictly administrative side, I think, Mr. Chairman, we will not have these figures. It will take some period of time before we can give the hon. member roughly what the picture was and roughly what the picture is now as we try to pick up the administrative side of it. You see this is the area where we are getting into some real results with respect to savings. Many of the

smaller boards and their projections of capital within the county unit—I have not studied Lambton—

Interjection by an hon. member.

**Hon. Mr. Davis:** No, I just cannot tell you about it. That is all, I do not know. We know of two or three boards where their capital projections over the next five years prior to the consolidation on the basis of every board area having to have its particular situation with no relationship necessarily to the school board or municipality next door. There are a number of boards where the savings on capital construction alone will be in the millions of dollars, just because they can now look at the total county. They can see that we have two or three empty classrooms here. It is a little cheaper to bus students from what was a former board jurisdiction into those empty classrooms than to construct a new school. But this takes a while to emerge.

**Mr. Bullbrook:** But you can, for example, talk about savings in capital construction. I want to put the point succinctly this way: that when one sees a person within an administrative structure, when he sees that this man is doing his job for the Sarnia Board of Education at \$17,000 a year, and then because of the concept, the regionalization concept, eventually he is thrust into \$24,000 a year, one cannot accept the quality of education necessarily is commensurately upgrading itself. The purpose of regionalization—the collateral purpose—were these savings in capital effort. But I think I have to express the concern that perhaps the elevation of salaries was not necessarily commensurate with the elevation of responsibility and did not really translate itself into an up-grading of education concurrent with the up-grading of salaries.

**Hon. Mr. Davis:** I agree with this completely, Mr. Chairman, but there are certain existing salary structures. I am not going to argue this morning that the boards were at all stingy in what they pay. I can give the hon. member several other examples where some directors of education—who are already directors—increased their responsibilities twofold—double the number of students, double the number of teachers—and really where there has been very little reaction and probably a five- or ten-, maybe 15-per-cent increase, where there would probably have been normally five per cent. However, I am not for one moment saying there are not some of these situations. We know of them.



**Mr. T. Reid:** Mr. Chairman. I have in front of me the document the Minister provided at the beginning of the meetings of this committee reconciling the estimates for 1968-1969, and 1969-1970. It is my understanding that the regional decentralization items for salaries, travelling expenses and maintenance are included in items number 1, 2 and 3. Sorry I must do this again. I am now in the estimates book page 49. The regional decentralization items for salaries, travelling expenses and maintenance find their way into, on page 47, under general expenditure for the whole department, items 1, 2 and 3, salaries, travelling expenses and maintenance.

What happens when I compare the salaries, travelling expenses and maintenance for the formal education as in K13, vote 502, to the comparable figures for last year is this: that the salaries have increased from \$7,838,000 to \$8,601,000, the travelling expenses have decreased from \$874,000 to \$805,000 and the maintenance expenses increased from \$601,000 to \$712,500. Take those three estimates together, even with the decrease in the second item, and you find a substantial increase. I would think five- or six-per-cent increase. I just wonder if the Minister could explain this?

Why have salaries gone up? Why have maintenance expenses gone up? I would have thought they should have gone down as the travelling expenses have gone down. In fact, I think I prefer to put the question this way, particularly in view of the fact that travelling expenses have gone down, as one would expect from regional decentralization: How can the Minister explain the increase in salaries and the substantial increase in maintenance costs?

**Hon. Mr. Davis:** Mr. Chairman, I hope we are talking about the same figures, not to belabour it.

There has been a normal increase in salaries. I do not know what it is within the Civil Service Commission. What is it, five per cent? This relates to the major increase under salaries, the same way with maintenance. Whatever costs—I am not sure of the rental costs and so on, our maintenance problems—but this is just the normal increase.

The reduction in travelling expenses relates to the 41 positions that I mentioned to the member for Sarnia. They were no longer part of the department and this has led to the reduction in the travelling complement but there is a reduction in numbers, which equated against salaries, around 41, is about, or would have been \$688,000.

**Mr. T. Reid:** Mr. Chairman, I do not want to belabour the point. It is just that when I look at the increase in—

**Hon. Mr. Davis:** I am not sure we are using exactly the same figures—

**Mr. T. Reid:** I am using your figures.

**Hon. Mr. Davis:** You are using the figures you have but I am not sure that we are relating. We will go back to votes 1, 2 and 3 on page 47, which includes something perhaps in excess of the \$9,218,000. We prepared this other document to be as helpful as we can. It is perhaps not always easy to relate as understandably as we would like.

**Mr. T. Reid:** Mr. Chairman, I will close by saying that the increase in maintenance costs between last year and this year is 17 per cent and the increase in salaries is \$1.3 million over a base of \$7.8 million and I suggest I find that fantastic when the Minister has been going around the province and saying in the Legislature that he is going to decentralize and not only that, that he is going to throw more responsibilities onto the county boards. Perhaps my concern really is that I find it very difficult to get at the Minister because, again, I do not have the data with which I could analyze his department.

**Hon. Mr. Davis:** Mr. Chairman, on this particular item. If the hon. member would like to prepare three or four questions in some detail, we are more than prepared to get it for him. No problem with this at all, as long as we are talking about the same thing.

**Mr. T. Reid:** Mr. Chairman, sorry, I keep saying I will just conclude. Can I ask the Minister now to make sure that for the estimates he presents for 1970-71 that it will be possible for the Opposition members and the government members to be able to compare exactly where the increases and decreases are, instead of having yet another complete revision of how he presents estimates to us. It is frustrating being in the Opposition and trying to do his job.

**Hon. Mr. Davis:** Mr. Chairman, it is not as simple for us either because we have been used to the other form for six years. I can only tell the hon. member that next year—and you will notice that all the estimates of all the departments have been re-structured and re-grouped—they will be the same next year, so it will be very easy to relate an item that we are discussing this year to next year's estimates, for comparison.

As I say, we didn't really have to prepare this other documentation for you—we did it on the basis of trying to be helpful. It's not really that easy to try and relate last year's estimates, the way they were done, to this year's estimates, and the type of comparison we have given you. But we think it's somewhat helpful.

**Mr. T. Reid:** Mr. Chairman, I just find it amazing that the Minister says he can't even figure out himself—

**Hon. Mr. Davis:** Oh, I didn't say that—

**Mr. T. Reid:** —what areas—

**Hon. Mr. Davis:** Oh, I didn't say that.

**Mr. T. Reid:** Well, if you can figure it out, why can't you give it to us?

**Hon. Mr. Davis:** Mr. Chairman, if the hon. member would ask specifically what it is he wants to know that may require some bit of calculations and determinations on the part of the staff of the department. If he would submit this I'll get it for him just as soon as we can.

**Mr. T. Reid:** Mr. Chairman, the question is on the order paper.

**Hon. Mr. Davis:** Fine.

**Mr. Chairman:** Is there something Mr. Lewis wishes to say?

**Mr. Lewis:** Mr. Chairman, just on the points that have been raised. I wanted to take a moment to say that what the member from Sarnia raised is really, I think, fundamental to the whole estimates, and should be taken very, very seriously. Over the last 100 years of discussion of the estimates in most of the Commonwealth countries, the discussion has tended to supply a vehicle for raising grievances rather than for analysis of figures. That's the trend of our estimates discussion. It's very difficult for a member to analyze figures. Particularly in the field of education, as has been pointed out before, we are all loath to wield an axe lest it be interpreted as opposition to all that is best and finest in this world. I am reminded that during the Middlesex South by-election campaign, towards the end of it, the Minister of Education made a fairly major speech. I cannot recall to whom it was—possibly to trustees.

**Hon. Mr. Davis:** I think it was to the chairman of every board plus the director or superintendent of every board.

**Mr. Lewis:** Right, chairman of every board, director and superintendent. And he alluded in his speech to both. He did not name them specifically, but he meant in his speech both the Honolulu visits of certain trustees and the Minkler affair.

**Hon. Mr. Davis:** No, I think, Mr. Chairman, the hon. member is putting words in my mouth. I took the precaution of having a tape made. It was a very off-the-cuff address. It was not a prepared address, and I was interested to read the papers and listen to the news reports afterwards. As I read them all I really wondered whether I was at the same meeting as some of the—

**Mr. Lewis:** You were misinterpreted again, were you?

Interjections by hon. members.

**Hon. Mr. Davis:** No, there were not. At least the press reports were very specific, more explicit than I was in fact.

**Mr. T. Reid:** You were quite explicit.

**Hon. Mr. Davis:** I think what I said was that the educational community had a responsibility to see that situations did not develop—and I used the word—I forget the exact word—"that tested the credibility of the over-all programme."

**Mr. Lewis:** "Situations did not develop that tested the credibility."

**Hon. Mr. Davis:** —or something. I will get the exact. I've got it.

**Mr. Lewis:** Right, right. That's fairly artful. What situations have latterly occurred which tested the credibility of the system?

**Hon. Mr. Davis:** Well, there have been a number.

**Mr. Lewis:** A number? Perhaps the visit to Honolulu of some trustees might be numbered amongst them. Perhaps the Minkler affair might be numbered amongst them. Any others that you can think of off-hand?

**Mr. T. Reid:** Salary increases for bureaucrats.

**Mr. Lewis:** Well, I am putting, Mr. Chairman—

**Hon. Mr. Davis:** A number of small instances—

**Mr. Lewis:** Naturally, alas, mere reporters drawing on what the Minister said, might



instinctively think that he was referring to certain specific occurrences.

Hon. Mr. Davis: Well, some did—

Mr. Lewis: Some did? Yes, and I would think, probably, with insight. But that notwithstanding, the Minister was careful to exempt his own department. That comes back to what was raised here this morning, Mr. Chairman, that—

Hon. Mr. Davis: No, Mr. Chairman, I did not exempt the department. If the hon. member had been there for the discussions—

Mr. T. Reid: We never get invitations.

Hon. Mr. Davis: Next time, I will invite you. You will be welcome.

Mr. Lewis: We were busy using your material for other purposes.

Hon. Mr. Davis: Oh, you were busy in Middlesex.

Mr. Martel: Do you not wish that you had been?

Hon. Mr. Davis: No, Mr. Chairman, but I am just saying, that yes, there were some questions asked of the department that were constructively critical, and it was not a case of defending the department. The question basically related to provincial control of salaries. As I pointed out, if you are going to set guidelines and you are going to establish controls of one part of the educational area of responsibility, then logically you go through the whole section. There were some trustees there—I think we should make no bones about it—who would like to have The Department of Education negotiate and determine teacher salaries right across the province. This has been the suggestion from some trustees for the last number of years.

Mr. Lewis: Right.

Hon. Mr. Davis: This is the area in which we had some discussion. I pointed out to them that, if you want the department to establish the upper limits, then the logical course of action would have to be to determine the salaries right throughout the piece, and that at this moment in time, the province was not going to become, to all intents and purposes, the employer of the teachers. This was to be left to the negotiations of the boards. I think this position is supported to a substantial degree by a number of trustees and by the profession.

Mr. Lewis: But I do not think we are merely talking about a single aspect of cost. I think what we are saying is—

Hon. Mr. Davis: No, but this is the biggest one.

Mr. Lewis: Well, maybe. There are some, I would imagine, fairly profound capital outlays—

Hon. Mr. Davis: No. Seventy cents out of the dollar—let us say 65 to 70 cents out of the dollar—

Mr. Lewis: Well, so salaries should be—

Hon. Mr. Davis: Right, this is the bulk of the educational investment.

Mr. Lewis: Right. What is being said to you is—and I feel it very strongly, and it should come up again under legislative grants—is that there is a sense of inflation, unnecessary or undue inflation, in certain areas of the system, which the Minister should do his best to—

Hon. Mr. Davis: Curb.

Mr. Lewis: Not simply curb, but to reply to, to explain, and to resist. One would think that within the Minister's own department, within those funds over which he has direct control, not viewing him as an employer of all teachers in the province, but over the billion dollars there should be an absolutely ferocious cost-accounting budget-review procedure, some of which should be available to members of the Legislature. What we tend to do when we let certain things get disproportionately out of hand—and this may be heresy even within left-wing ranks—I think some of the educational directorship salaries are disproportionately out of hand, and tend to—

Interjection by an hon. member.

Mr. Lewis: —then impugn the integrity of the system as a whole. You tend to make your citizenry feel that the quality of the system and the usefulness of education is distorted because of grandiose individual salaries, the absence of proper budget-review procedures, and a sense of inflation over which there is little control. That need not be true, because I suspect that it is possible to legitimize in very forceful ways every penny you spend, if you take the trouble to do it. And what we have not seen is a real evidence to undertake that legitimizing of the costs.



**Hon. Mr. Davis:** Mr. Chairman, I can only say of those moneys over which we do have direct control within the department, if you compare those estimates of last year, and when you compare the growth, that is—taking in total numbers—when you see the programmes that we would like to have included—greater growth, quite frankly, in ETV, perhaps an acceleration which the hon. member for Peterborough would support with respect to the integration of our teachers' colleges, and so on. There have been—

**Mr. Bullbrook:** But we are not able to evaluate these.

Interjections by hon. members.

**Hon. Mr. Davis:** No, but I am just saying to you that, like all departments of government, some very major deletions were made.

**Mr. T. Reid:** But we do not know if they were rational deletions. We do not know if you have the information to evaluate them—

Interjections by hon. members.

**Hon. Mr. Davis:** —over the funds over which we do not have direct control, which is the bulk of the funds, one of the great problems we faced—and the hon. member for Peterborough was on his feet and said, "You have to solve this—you have to go to the Treasurer". Why you even wanted me to put my resignation on the line to get additional funds, because the grant regulations—and we will get into this on Monday—were themselves very tough this year. The limits were set—104 and 110. This was a very real form of budgetary control whether it was completely equitable or not—

**Mr. T. Reid:** Or rational.

**Hon. Mr. Davis:** Well, it was reasonably rational whether it was completely equitable or not—

**Mr. T. P. Reid (Rainy River):** We do not know whether it was—

**Hon. Mr. Davis:** Well, all right.

**Mr. T. P. Reid:** He left and took all his blind faith with him.

**Hon. Mr. Davis:** Yes, all right. Well, we will get into—

Interjections by hon. members.

**Hon. Mr. Davis:** Well, we will get into this in the legislative branch.

**Mr. T. P. Reid:** Well, we are not operating on that basis.

**Hon. Mr. Davis:** Well, I am delighted to discuss. You can tell me that maybe it should have been 112—there are some people who—

Interjections by hon. members.

**Mr. Lewis:** Well, again, I think this is where—

**Hon. Mr. Davis:** But this is where control is—

**Mr. Lewis:** I know that, Mr. Minister. But we come back to saying that in the field of education, perhaps unlike any other department of government, there should be a very great effort on your part—perhaps even an estimate lead-off at some point—which attempts to show the members of the Legislature and the public how you justify the amounts of money you spend; on what basis you chose your priorities for those amounts of money; what it was you discarded in the process which you thought to be unduly affluent or not as worthy as other things. And amongst those projects or grants or priorities which you included, the basis on which you arrived at an estimate of cost. So that there begins to intrude on educational discussion—and I think it would really be salutary in public terms—a sense of priorities, and what it is all about.

Out in Scarborough we are engaged in this municipal campaign. You know that the New Democratic Party is running people, as well as the Liberal Party, on a party label, for boards of education. I have had the pleasure of doing some door-knocking in my own riding in terms of the municipal election, and I am depressed at the sort of unthinking response in many areas which we have managed to generate because so many people are preoccupied about the inflationary costs of education.

The whole system goes to pot. No one any longer is interested in the quality of education in the schools; the standards of teachers; the direction of the programme. We are completely obsessed by numbers and by costs, without any substantial material to say what it is The Department of Education believes should be expended; where the priorities are; how they have been arrived at; what it is all about. I think it is not too much to ask. I think that is important to the educational system. I do not think it is useful to distort it.

**Hon. Mr. Davis:** It is. But the importance—and I emphasize this as one thing that perhaps did not come out of the meeting at the Royal York—of the very real need on the part—now that we have the larger units, though this is true also of those that have been in

existence for a number of years—of the local boards is to communicate more directly with the ratepayers in their area.

You know, it is fine for me to make a speech, for me to rationalize with you, but let us face it. When it gets down to a ratepayer in Scarborough, then the ratepayer in Scarborough is interested in what the Scarborough Board of Education is doing, relative to its priorities; with its programmes; with its quality, and so on. It is a very tough responsibility, but they do have this responsibility to communicate to a greater extent with the public—not just the taxpaying public, but the parents. I am not being critical. It is—

**Mr. Lewis:** Well, any one of us in this committee can sit down with a group of ratepayers or parents and talk about the needs of the educational system and all the rest of that which comes with great facility. What we cannot do—what we are not able to do—is to say: “These are the priorities. This is the way it has been arrived at. These are the costs that this government has included.” I think that that is becoming fundamental to your whole procedure.

**Hon. Mr. Davis:** Mr. Chairman, it is inherent in the way the estimates are structured here, as to other government departments—the question of cost analysis, programme budgeting, and so on. This is the first evidence of this. How can we translate this into the external involvement of the department-programme budgeting relative to the legislative grants to the school boards—is not as easy. But I think that this can and is in the process of being met.

**Mr. Lewis:** But it should be tried, because when the hon. member for Sarnia—if I read him right—says that in the shift to the county system somebody received an increase from \$17,000 to \$24,000 a year, which mystified even the recipient, and obviously caused some concern in the community, what we are really saying is that the focus of education shifts from what is substantial to what is largely financial and peripheral.

**Hon. Mr. Davis:** And as a total percentage, unfortunately, very small—

**Mr. Lewis:** Yes. Very small. So, how can one prevent the educational system from being perversely distorted in that fashion? I think that giving to the members of the Legislature the kind of breakdown, or analysis, which you must at some time engage in in your department, and with Treasury Board, would allow us to take a pretty hard, brutal

look at the figures and say: “Okay, if you have got your billion dollars, and that it what you have to spend, we would suggest this re-arrangement of expenditures.” Or we want to say to you that of this \$100 million, we think \$30 million is being spent inappropriately or extravagantly, and that you might lay down these guidelines in public terms. I do not think that is too much to ask. I think that is rather a progressive view of education in the 1970’s, because we are going to seriously undermine the educational system if we do not do it at some stage.

**Mr. Chairman:** Mr. T. P. Reid.

**Mr. T. P. Reid:** Thank you, Mr. Chairman. I want to add my support to the member for Sarnia and to the member for Scarborough West. I begin by prefacing my remarks that education has become the sacred cow of today. This statement has been made *ad nauseum* in this committee.

**Hon. Mr. Davis:** If you sit where I sit and receive the communications, I really don’t think you would call it a sacred cow.

**Mr. T. P. Reid:** I certainly would never refer to the Minister in those terms.

**Hon. Mr. Davis:** No, and I don’t think education—

**Mr. T. P. Reid:** Certainly, the first word of that definition—I would never allude to the Minister in those terms. It bothers me no end, and having sat in this committee for the last few days and heard at great length the discourses on educational philosophy which, I think, have their place in these estimates, I too would like to get down to some of the basic costs. I would like to throw this in: I was up in the House listening to the Prime Minister’s estimates and he was being queried about members’ salaries, and it comes out, as no surprise to any of us, that the Prime Minister for the province of Ontario receives a salary of \$16,000 plus our ordinary indemnity, for a total of \$24,000.

This is \$12,000 less than the director of education.

Interjections by hon. members.

**Mr. T. P. Reid:** This is the point I am getting at. This is exactly the point I am getting at. Really, getting down to it I—

**Hon. Mr. Davis:** I don’t think really that it is, but go ahead—

**Mr. T. P. Reid:** I hate to think what he would say to see the Prime Minister



suffering like this, but it does seem strange to me—

**Hon. Mr. Davis:** Then you will support any raise—

**Mr. T. P. Reid:** —and I put in what he is receiving, a salary of \$24,000. Is that right?

**Hon. Mr. Davis:** Yes. But it doesn't seem like that much but I—

**Mr. T. P. Reid:** When there are a number of directors of education running around the province earning \$32,000 or \$34,000—

**Hon. Mr. Davis:** There are not very many.

Interjections by hon. members.

**Mr. T. P. Reid:** They are very little removed from that.

**Hon. Mr. Davis:** The city of Baltimore hired their superintendent the other day—

Interjection by an hon. member.

**Hon. Mr. Davis:** Maybe not, but it is interesting—\$50,000.

**Mr. Lewis:** That's a reflection of the perversion of that society. Imagine using Baltimore as an example.

Interjections by hon. members.

**Mr. T. P. Reid:** Mr. Minister, to get back to the main reason for us being here—and I say this to the Minister and to the other members of the committee that, being a new member, when I came into this Legislature I came in with the old political view that was taught to me: that we came into the estimates to say little Mr. Jones back in my constituency was getting a rough ride from the department, this was the time we should bring this up and he could have his views aired. In other words, we are acting as ombudsmen for the whole province or for our particular constituency. I think that view has got to be uprooted today. When people look at the budget of The Department of Education, and it is a fair sum of money—

**Hon. Mr. Davis:** It is a lot of money.

**Mr. T. P. Reid:** I am sure all of us could live comfortably on it. Of course, we must realize that even the total under The Department of Education—some \$931 million—does not include the budget of The Department of University Affairs, which is, again, a very handsome sum. I have to agree 100 per cent with the member for Sarnia and the member for Scarborough West that the idea of quality

in education, where we are going, and in what direction has passed us by and we are now worried about these figures.

**Hon. Mr. Davis:** This is where—

**Mr. T. P. Reid:** And the Minister surely has this responsibility to explain these figures. Now I would say to the Minister, if I may continue—

**Hon. Mr. Davis:** Any day.

**Mr. T. P. Reid:** —that you, I think have abrogated your responsibility when you stand there and say in your speeches we are not going to put any controls or any limits on these things.

**Hon. Mr. Davis:** Well we have.

**Mr. T. P. Reid:** In what regard?

**Hon. Mr. Davis:** Well listen. I only talk to just about every school board in this province, every director, every business administrator and ask him if the 104 and the 110 did not constitute some very real controls on total educational expenditures. They are there. There is where the pinch was felt, this is why things were—

**Mr. T. P. Reid:** That was such an equitable way of controlling all expenditures.

**Hon. Mr. Davis:** It was not completely equitable, I know this, I agree.

**Mr. T. P. Reid:** This is one of the points we want to—

**Hon. Mr. Davis:** It was a very effective method. We have the control on capital expenditures. The boards are annoyed with us right now because we are giving less.

**Mr. T. P. Reid:** What we are all hoping for in this society, and I am sure the member for Scarborough West would agree, is equity, and you were incapable of explaining to these school boards—and mine in particular, for instance—that if the new systems of 104 and 110 were equitable or reasonable or rationable and you have not proved that yet. But let me get on—

**Hon. Mr. Davis:** We will get into that with the grants and in respect to school board rationale. I believe it was equitable related to what was being paid to boards who already had, shall we say a higher level—let us be very frank about it—of educational programme. This is where the inequities occur and we know this.



Mr. Lewis: There only—

Hon. Mr. Davis: No, no.

Mr. T. P. Reid: Look at the \$60 million you are doling out to OISE. You show me the legitimacy of that in terms of an educational system—

An hon. member: Where is the priority?

Hon. Mr. Davis: That is a bit of a red herring.

Mr. T. P. Reid: When you get to Fort Frances or the Rainy River District, with all due respect, they are just a little upset that you are going to be paying \$60 million for a building in Toronto—

Hon. Mr. Davis: But we are not.

Mr. Lewis: Of course you are.

Mr. T. P. Reid: But that figure I thought came from you.

Hon. Mr. Davis: I would think—I do not have—

Interjections by hon. members.

Mr. T. P. Reid: When I think of my projected earnings over the next 40 years I consider myself a millionaire.

An hon. member: This is ridiculous.

Mr. T. P. Reid: Let me get down to something very specific and very concrete and these things are a matter, I must admit, within the school boards themselves. But surely the Minister and his department has to have some accounting of these funds and—

Hon. Mr. Davis: But we do. Now let us be specific what—

Mr. T. P. Reid: I am going to be specific. One case comes to mind and I have—no, it comes to me second or third hand and not necessarily in my own particular area. But in the matter of transportation, I want to ask about travelling expenses and maintenance for instance. We have people now driving all over the country and for a particular reason. It seems that some places are getting 15 cents or 20 cents or 30 cents a mile. But with any excuse to get out of the office, they jump in their cars and away they go. Consequently these are small things, admittedly they are small things, and in a budget of almost \$1 million—well, what is an extra \$1,000 or \$2,000 on the board's budget every month. So what? Instead of what is

\$1 million, what is \$1,000? But they add up and this is what people are concerned about. So I ask the Minister—

Hon. Mr. Davis: But surely the question about transportation allowances to the officials within the school board units is something they should know—

Mr. T. P. Reid: I agree, but I am going to relate back to your travelling—

Mr. T. Reid: Regional decentralization.

Mr. T. P. Reid: I am talking about—if I can relate it to the estimates here—I make two points. One, that there has got to be some control, some directive somewhere. Two, that the travelling expenses of the department for regional decentralization is a pretty healthy sum. I would like to ask what is involved in that. I also would like to know in the estimates as a whole, what maintenance means? I understand that we have a definition as we go along. But is it the back up staff in the office, is it their stationery? What is maintenance? All through these estimates I would imagine there is close to \$5 million or \$10 million. I have not added it up.

Hon. Mr. Davis: Mr. Chairman, can I give an example to what the member has raised? Let us take the regional office. The only other point that should be made, the vote we are on here now does not relate to the county school boards.

Mr. T. P. Reid: Yes I realize that, but—

Hon. Mr. Davis: Right, okay.

Mr. T. P. Reid: That is why I want to know about your transportation—

Hon. Mr. Davis: Right, but taking the department's region 1, northwestern Ontario. The items included stationery, office supplies, printing, purchases of equipment and furniture, maintenance of equipment, rental, books, telephone, rental of accommodation, postage, audio visual equipment, video tapes, TV, mobile maintenance, workshop expenses, moving expenses and an item for miscellaneous.

Mr. T. P. Reid: That is all you—

Hon. Mr. Davis: Right, this is the resource centre I do not have. I can get Sudbury's because we have done more in Sudbury. We have a mobile reading van attached to the Sudbury regional office—this is something we would like to do in one or two other areas. But once again it means an increased investment. But this is the type of

thing that is covered under maintenance in this vote, with respect to the regional office.

**Mr. T. P. Reid:** Pardon me, but did you mention travelling here? That is what I thought I heard you mention.

**Hon. Mr. Davis:** No, the travel budget for the regional office in northwestern Ontario is \$87,000. The rates—

**Mr. T. P. Reid:** Is that a separate item?

**Hon. Mr. Davis:** Yes, but it is included in the 724.

**Mr. T. P. Reid:** All right.

**Hon. Mr. Davis:** Yes, we pay an extra cent a mile in northern Ontario, incidentally.

**Mr. T. P. Reid:** Gas is three cents a gallon—

**Hon. Mr. Davis:** Well, you would say we should pay more.

**Mr. T. P. Reid:** I'm not saying anything.

**Mr. Chairman:** Does vote 502 carry? Mr. Meen.

**Mr. Meen:** I just want to endorse what the member for Scarborough West has had to say in this matter. For two years in my limited experience, I have sat through estimates in the House and rarely, if ever, did we get down to talking about the nitty-gritty, the dollars and cents of any of these estimates. I put the blame for this squarely in the hands of the Opposition.

Interjections by hon. members.

**Mr. Meen:** They would not use the estimates to talk about the home front to get coverage in the local press. Every excuse in the world, they would talk about everything, but they never got down to asking the Minister, "Now why are you asking for \$174,000 for this item?" Or "Why are you asking for \$1 million for that?" Or did the people seek this much money or did you cut them down? They never seem to get down to that. Now, it is not one-sided, gentlemen.

**Mr. T. Reid:** You had no right to—

**Mr. Meen:** A Minister will say, "Do not worry about that now. Bring it up during my estimates." I am the first to concede that this is not a one-sided problem.

**Mr. Pitman:** Good, I'm glad.

**Mr. Meen:** It has arisen mainly, as I said at the beginning, because of the approach

the Opposition members have used during estimates in the House. I am suggesting now though, that what the member for Scarborough West has said has great validity, because in this arrangement we have here we are much better able to question the Minister with his aides right at his side and we are able to question the aides. I would say we ought to concentrate on the nitty-gritty or all of this and leave our political speeches for elsewhere. We would get through a lot more of this and get right down to the basic problem. I'd like to know in some of these estimates, did the departments concerned seek more money and if so, did you cut them down or is this precisely what they wanted? This kind of question interests me. I'm sure it interests all of us.

**Hon. Mr. Davis:** I can give you the answer with respect to this department. The answer is very definitely yes.

**Mr. Meen:** I am sure that is the case, Mr. Minister, but I am talking generally more than specifically in this department. This is the sort of thing I think this kind of committee work can get at and I quite endorse what the member for Scarborough West has said in that regard and I hope in the time remaining to us in these estimates that we can get down to some of these things.

**Mr. Lewis:** We got down to these things before, and it is difficult to get the information, so we looked at it carefully and in a very non-partisan way and felt that the entire fault lies with the government.

**Hon. Mr. Davis:** I didn't expect you to say anything else.

**Mr. T. Reid:** Unless you identify with the goals on education, you cannot identify the priorities. Unless you know what the priorities are you cannot compare the amount the Minister is asking for one branch compared to another branch. I agree completely but you have to talk about the ends of education and the goals of education before you know whether there is a rational allocation of funds.

**Mr. Chairman:** Does vote 502 carry? Carried.

I move that we stand adjourned until 3.30 p.m. Monday.

Motion agreed to.

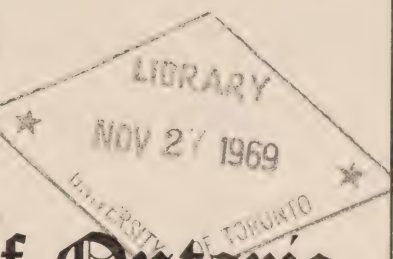
The committee adjourned at 1.00 o'clock p.m.











# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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Monday, November 17, 1969

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Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Monday, November 17, 1969

Assistance to School Authorities	
Programme Administration .....	S-409
Architectural Services .....	S-411
Financial Assistance to School Authorities .....	S-413
Motion to adjourn, Mr. Chairman, agreed to .....	S-438
Appendix "A" .....	S-439
Appendix "B" .....	S-441

## LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

MONDAY, NOVEMBER 17, 1969

ON THE ESTIMATES—DEPARTMENT  
OF EDUCATION  
(continued)

The committee met at 3.35 p.m. in committee room 1.

**Mr. Chairman:** The meeting will now come to order. We are on page 50, vote 503. Programme Administration.

**Mr. T. Reid** (Scarborough East): Mr. Chairman, did you finish with decentralization?

**Mr. Chairman:** No. We were still on that when we adjourned on Friday.

**Hon. W. G. Davis:** (Minister of Education and Minister of University Affairs): I think we finished it, Mr. Chairman. We were moving into—

**Mr. Chairman:** We finished the one on the—

**Hon. Mr. Davis:** Yes.

**Mr. Chairman:** Yes. Vote 503, Mr. Reid. One vote was carried, inclusion—

**Mr. T. Reid:** Fine. I would like to discuss this afternoon the questions asked of the Minister of Public Works concerning a new building that is being constructed at a cost of \$24 million.

I believe the hon. Minister replied, in answer to a question about this, this building had top priority in the building programme since it was for The Department of Education. I would like to know where I could bring this up, the point being that the Minister's office is now on Eglinton Avenue. My question would simply be: How many square feet does he have at Eglinton Avenue? What is the cost per square foot per year?

**Hon. Mr. Davis:** I am sorry. I am a little confused. Do you mean the Minister has said we are going ahead across the road over here so we can get a home?

**Mr. T. Reid:** Mr. Chairman, the Minister said there was top priority in this building

programme—a \$24 million programme for the Minister of Education.

**Hon. Mr. Davis:** Well, I am glad to hear it.

**Mr. T. Reid:** I would like to inform the Minister of this.

**Hon. Mr. Davis:** We were very hopeful that it was close to fruition.

**Mr. T. Reid:** Coming directly to the point, Mr. Chairman, the Minister has repeatedly said that he is decentralizing his department throughout the province but here we have a \$24 million building going up. He has top priority. Will the Minister comment on this, and specifically with regard to the square footage his department now has, the cost of the square footage, and whether or not there is likely to be an increase in costs for his department by being in the new building?

**Hon. Mr. Davis:** Mr. Chairman, this is information really that would be available to Public Works. We do not pay any of these sums out of these estimates. We are in about ten or 15 different locations here in the city of Toronto at the present moment, if not more. The main office is, of course, at Yonge and Eglinton. There is further accommodation east of Yonge Street on Eglinton for the correspondence course programme and the regional office. There are, I guess, about ten or 12 different locations in the city, and I understand that Public Works will be bringing all of these together, including the main office section at Yonge and Eglinton, into the new facilities. I will get for the hon. member from the Minister of Public Works roughly the number of square feet we have, and what they estimate. I do not know whether the new facility will include more than education—whether it is going to be part of a larger complex. I think there was also some discussion that University Affairs would move into this situation, because they are presently in the Maclean-Hunter building on University Avenue. But I still try to get these figures for

the hon. member. They do not show on our estimates at all.

**Mr. T. Reid:** But one would expect that it should be less?

**Hon. Mr. Davis:** Should be less in what respect?

**Mr. T. Reid:** In terms of square footage and cost.

**Hon. Mr. Davis:** Well, we are bringing all the various branches together, plus University Affairs. The decentralization, Mr. Chairman, I should point this out, while it is this year a separate vote, the actual regional decentralization took place three years ago. The regional offices were set up, I think, three years ago now, so that a lot of the decentralization with respect to personnel has already been in effect for this period of time.

**Mr. Chairman:** I think page 50 under Programme Administration. Vote 503, Architectural Services.

**Mr. W. G. Pitman (Peterborough):** Under this . . . to school authorities. What, really, is this essentially? The consultants?

**Hon. Mr. Davis:** No this is essentially the administration of the grants office and all those related to it. In some detail, the staff are involved in the consultations with board officials and other non-departmental people and I can assure you this, in the past few months, has been a very time consuming operation. They are involved in the training sessions for regional administrative staff, visits to the regional offices. They are involved in conferences, attendance and generally to relate the activities of the legislative grants to the local school units. As I say, these past few months in particular, it has been a fairly onerous task.

**Mr. Pitman:** I wonder if the Minister would clear up something which is bothering a number of those who are involved, particularly at the board level.

There have been, as the Minister well knows, certain publications indicating that there will be a budget review board. I think that it was in *School Progress*. There was one that said that by 1970 there would be a budget review board.

A number of people would like to know how it is going to work. If there is to be a budget review board, it will have very real implications in terms of our efforts to decentralize the school system. A budget review board would of course virtually mean

that the autonomy of school boards, which we have talked about, will certainly be suspect unless it is geared in a certain way, certain guidelines are set out and very specifically no misunderstanding by board members of where they stand. I think it would be most advantageous if this is the direction we are going. These guidelines should be known now so that the trustees could go in a direction where they would not be having to backtrack or they might be able to make expenditures knowing this will not be detrimental to their grants in the coming year. Now, I think the Minister would like to comment where we stand regarding the province's role in determining what is taking place in each of the—

**Hon. Mr. Davis:** Briefly, Mr. Chairman, I think the Treasurer (Mr. MacNaughton) announced in his budget paper of last March, or whatever date it was, the government's concern with respect to expenditure by those bodies receiving transfer payments from the government. And, of course, one body receiving very major transfer payments—one group of organizations—are the school boards. I think we are concerned about the problem which the hon. member for Peterborough (Mr. Pitman) has raised, Mr. Chairman, and that is the question of autonomy. Yet at the same time, I think we are all concerned that educational expenditure has reached a point today where we must question the control mechanisms to see that what is being done has validity and I think this view is shared by the vast majority of trustees. It is a question of finding a mechanism to do this in a way that is viable and that makes sense. We want to do these things but not in the heat pressures that relate to the very major change that took place. So there has been no finalization, Mr. Chairman, in this regard except to point out that in the grant regulations themselves there are mechanisms there that perhaps hold some of the answers for us. Perhaps rather than, shall we say, formal board arrangements we have review board arrangements. But these are things, Mr. Chairman, that are presently being considered by the government, and certainly we will be giving the boards ample notice of any changes of significance, because I think they too really appreciate, in this day and age, some groundwork, something upon which they can hang their hats in the decision-making process when the investment is so great and when the moneys are not really as plentiful as one would perhaps like. So that is the position of it as the moment, Mr. Chairman.



**Mr. Pitman:** I wonder, after this, if I might ask whether, from what the Minister said, this is an office which is providing services to the regional boards?

**Hon. Mr. Davis:** They provide services. They also work directly with the boards. They work in development of the grant regulations. They really administer the transfer payments of about \$600 million.

**Mr. Pitman:** I wonder if I might just follow up really on a comment in the discussion we had last Friday which related to the degree of concern which a number of people have in Ontario as to what money is being spent in education and where it is going. I asked a number of people over the weekend, and one of the things that I thought quite interesting was the degree to which the average person does not really seem to know.

I am wondering if there is enough thought, in terms of services to boards, in providing them with some expertise and some opportunity to develop their public relations. Now I know that you are caught in a bind here, because if you spend a lot of money on public relations and on glossy folders, then of course the criticism is that you are wasting money on pictures and not books.

I am wondering too, if there might not be some thought given not only to providing assistance in setting up brochures, but also in terms of local television and local radio. I think there really has to be a major effort in getting the story across, because, as the Minister well knows, in most rural parts of Ontario, there is a casual relationship between the reorganization of the school board, the modernization of assessment figures and rising taxes. This casual relationship may or may not be the case. And what I do say to the Minister is that there has not been enough time, I think, or enough thought spent, on how the educational authorities can reach out.

Now I have some other theories which I will not burden the committee with again, on library boards and school advisory committees and so on, and I am not going into that. But the straight problem of public relations, I am wondering if that is a service which perhaps The Department of Education might well consider giving a bit more attention to.

**Hon. Mr. Davis:** Well, Mr. Chairman, we would be delighted to discuss these matters with the boards. Actually they are starting to do this. The boards, I think, recognize that there is a very real need and as I mentioned

on Friday, we hopefully have brought this to the attention of the boards—a real need to communicate with the ratepayers within their jurisdictions. I just had a letter—

**Mr. Pitman:** But many of them do not know how.

**Hon. Mr. Davis:** Yes, well, I think they do. At least, I think they are in the process of determining, and we are quite prepared to give any thought or any assistance of that kind we can. But actually some of the boards have done it. They have done it quite well. I just had one copy in from a board not too far from here—their first, as it were, newsletter—pointing out some of the programmes and what they are up to. I think the cost was 1.04 cents per copy. It is really very reasonable. They're going to distribute this. I believe the Halton county board has a newsletter that has been well received in that jurisdiction, and these things are being spread from one county to another, Mr. Chairman. I think there is a growing recognition now but the boards do not want to get into the problem of being criticized for spending a lot of money on public relations and so on. I think we all recognize this, but at the same time they are making an effort to communicate, and I think increasingly so. The distribution cost can be very nominal because all you have to do is make the material available to the children, and you cover a goodly percentage of the population. You do not get total coverage, though, because there are a lot of people who should get this who do not have children in the school system.

**Mr. Pitman:** Yes, and they, in many cases, are the ones who need it most.

**Hon. Mr. Davis:** Yes, they are the ones who need it most. So in many cases the boards have sent it home to the parents with a few extra copies, saying, as it were, "Be the local agent for the board and distribute this amongst your neighbours". But we recognize this, and I think the boards do too. There is great merit in it.

**Mr. Chairman:** Architectural services. Mr. Newman, Windsor-Walkerville.

**Mr. B. Newman (Windsor-Walkerville):** May I ask the Minister to what extent this is used by the various boards of education?

**Hon. Mr. Davis:** Well, under the architectural services branch, their use of our services are quite extensive, but it relates basically to our approval section. In other words, every

project that is built in this province must be approved by the department, apart from the municipalities, the OMB and what have you. So a great deal of this branch's time is spent on reviewing the plans, discussing with the boards and, very frankly, in a number of instances suggesting ways that they can do the same thing with perhaps something less in total square footage or in design. This is one of their main functions. They have also been conducting a series of school design conferences around the province. I hope some of the members have had the opportunity to attend some of them. They have had the local boards involved, some of our own people, others from the building industry, the professions and so on to see just what common problems they might sort out to improve the efficiency of school design and school construction. But we make our personnel available to the boards as often as we can or whenever requested.

**Mr. B. Newman:** In their approval of the various plans submitted by the boards, do they make suggestions that the schools be modified so that they could also be used for community purposes instead? One of the separate schools in my own area is seriously interested that their next school building be available to the community in the evenings. I suggest that this is the kind of policy that should be adopted for every school.

**Hon. Mr. Davis:** Well, we are quite enthused about this as we said—it seems like almost a week ago now—in our discussions that the department was quite enthusiastic about the use of the school by the total community on a recognized and organized basis. For instance in my own area, there was some discussion between the local municipality and the department to try to relate the new high school to a community centre, skating rink, etc., so that they could avail themselves of some of the ancillary services, parking lots, etc. This sort of thing, we think, holds some of the answers, but not the total answer. Sometimes if you are establishing a new district high school, this is a long way, perhaps, from the services, especially some of the smaller urban communities that might be feeding into the district high school. So we cannot always do this but we certainly encourage it.

**Mr. B. Newman:** But wherever possible, I think that the department should make a suggestion to the board, if they do not have it in their plans, to let the plans be modified—

**Hon. Mr. Davis:** Well, we do. In fact, there is a—

**Mr. B. Newman:** —to accommodate the public rather than just school functions.

**Hon. Mr. Davis:** Right. I think it was last May, we had a conference at the Skyline Hotel where the community programmes branch of the department, those interested in recreation, and so on, where this very problem was discussed at some great length with the trustees and those responsible in the recreational part of it. We are quite in agreement.

**Mr. Chairman:** Mr. Reid.

**Mr. T. Reid:** Go on. I pass.

**Mr. Chairman:** Mr. Pitman.

**Mr. Pitman:** I would like to bring up a matter which I heard discussed as I was driving back from Ottawa listening to a radio broadcast from the United States. They were talking about a school for the retarded children, I think it was. I do not think the idea is irrelevant, certainly to any kind of special education, particularly in an urban centre. This school had been constructed as the lowest level of an apartment block and it was being financed essentially on the basis that the apartments above would pay for virtually the total cost of the construction of the school which was on the lowest level. I know this is not a new idea, but I wonder if it is becoming more feasible as our larger units begin to construct special facilities for emotionally disturbed children, children with learning difficulties and children who are retarded. I think the rationale for it is fairly sensible in that many of the gymnasiums, many of the classrooms, many of the facilities that are in the school, can be used by the community, as a community centre during the evening. I am wondering if the department has ever considered setting up some kind of a project to see whether this has a feasibility within the Ontario structure as well. It seems to me that it would solve a number of problems such as the high cost of special services and special classes and facilities for special classes. At the same time it would provide a very interesting development.

It might well be thought of in terms of an ordinary school situation under particular circumstances, particularly in areas where the school seems to be somewhat disoriented from the community. Bringing the school right into the community might very well be the way



this could be accomplished. I know it is tremendously complicated and I am sure the financing would be horrendous. But I wonder if there has been any consideration of this as a kind of development which might be useful in Ontario education.

**Hon. Mr. Davis:** Mr. Chairman, there have been discussions from time to time. As the hon. member points out, our situations here are not necessarily identical to those of our neighbour. One problem that we do see emerging is whether or not we should be making a greater effort to have the schools and the classes for emotionally disturbed youngsters and those with learning disabilities more closely associated. There are some people who will say this applies even to the retarded children—to be more closely associated to the total school situation. This is something that some people feel is quite important. The only way we are going to cope with emotional disturbance in a comprehensive way within the school programme is by having as many of these students as possible engaged in a meaningful way in the total school environment. This is the other side of it. We have had people visiting New York. They were there in October, some of our officials, to view one of the first combined youth projects as they call it. We will be studying this, as will others, to see whether it has some use for us here, but—

**Mr. Pitman:** . . . that school costs in a particular situation?

**Hon. Mr. Davis:** Yes. It could be.

**Mr. Chairman:** Mr. Johnston, Carleton.

**Mr. W. E. Johnston (Carleton):** I would like to ask the hon. member for Peterborough—I did not catch his first comment—where did you say this school was?

**Mr. Pitman:** This was in the United States, in the city of New York. They simply used the lower part of the complex. My assumption from the discussion was that it was through a special arrangement with the developer that they placed the building on the lower level. The gymnasium, the swimming pools, the laundries, were used by the people in the apartment during the evening. The parking lot could be used by the people in the evening, and the assumption was that they all get out during the day and the building was left to the school during the day.

**Hon. Mr. Davis:** Some would say the children never saw the light of day. From the apartment, downstairs into the gym, the school; upstairs again—

**Mr. W. E. Johnston:** The reason I was interested in your comment is that I want to say that the board of education in Carleton has now made available all the facilities in all its schools for community purposes.

**Mr. Pitman:** First rate. I am delighted to hear that.

**Mr. Chairman:** Mr. Minister, I would like to say in passing, on this particular item, that I would be hopeful that this particular branch might take particular notice of the exit and entrance facilities for the multi-media and the library facilities in our new schools. I attended the openings of two elementary schools last year in my own riding. I noticed they had excellent multi-media resource centres, although the only way to gain entrance to them was through the school plant itself. I imagine, therefore, their use in programmes after 4 p.m. and adult education programmes in the evenings or week-ends would be rather restricted by the control of the entrance. The Hamilton board has mastered this regarding their athletic facilities, but they do not seem to have got around to making the same provisions for these centres.

**Mr. W. E. Johnston:** Mr. Chairman, may I ask what page we are on?

**Mr. Chairman:** We are on page 50, and we are now at the sub-title vote 503—Financial Assistance to School Authorities. Mr. Reid.

**Mr. T. Reid:** Mr. Chairman, I would like to kick off the discussion on this issue of the estimates, which has most of the money in it. My short statement sets the framework in which we will make our arguments. It was presented well over a year ago, in fact in this committee, when we were discussing the bill to bring in the new county board system. The Opposition leader (Mr. Nixon) and I told the Minister that his—what we termed heavy-handed—scheme to force a county school board system on local communities across all of Ontario, except Metro Toronto, would be unjust to many people on fixed low incomes, unless the reorganization was wisely and carefully thought out and implemented in close consultation with the local communities. The Minister certainly listened to our remarks—I believe at that time he even made some minor changes in the relevant bill—but it is fairly old history now that



when the system did come in and when the Treasurer brought in his budget, there were thousands of rural and small-town homeowners on fixed incomes of under \$2,500 across this province, who were extremely hard hit by the combination of the new county school board being put on the communities and the Treasurer's so-called balanced budget.

At that time we said that it is one thing to bring in a reorganization of the school board, but it is quite another thing to do so by discriminatory and aggressive taxation increases on lower and average income families. Families on low and average incomes have hardly any discretionary income to start with, and when they have to pay out even another \$100 in local taxes for education, then they become quite desperate. The crisis in municipal taxation in many municipalities in this province, and in the financing of education, was brought about and brought into the open quite quickly because of the so-called balanced budget of the Treasurer of the province. What, in effect, happened, was that the provincial budget was balanced by throwing an additional and unfair tax burden on the homeowner through the property tax for education. And an increase in the property tax, as the Smith report underlined, hits the lower- and average-income family much harder than the well-to-do in our society.

Last year, and the Minister will correct me if my figures are wrong, the Education Minister, through this particular estimate, met about 47 per cent of the operating costs of local school boards across Ontario. This year, prior to what we could call the supplementary budget increase of \$48.4 million, our calculations in the official Opposition were that the amount as stated in this budget—\$616,968,000—would have represented at the most, 43 per cent of the total operating costs of the school boards which received those grants. So, up until the supplementary budget, we witnessed a decline in the percentage of the operating costs of schools, paid for out of the province's source of revenues, and an increase in the percentage paid from local property tax sources of revenue. And it was primarily for this reason that the new county school boards were having to increase local taxes in many of the municipalities within their jurisdictions. We know that in Wentworth county, for example, elementary education costs in 1968 increased by 14.4 per cent, matched by grant hikes of 18.7 per cent. This year, the cost jumped a further 11.9 per cent, with grants increased by only just under 4 per cent.

Hon. Mr. Davis: That is prior to the—

Mr. T. Reid: That is prior, yes, prior to what I call the supplementary budget, or the Minister's announcement. Our point at that time was: at a time when the government's education grant should be moving rapidly to our often-stated position of meeting 80 per cent of the education costs to relieve the over-taxed homeowners, the Conservative government at Queen's Park decided to push this financial nightmare onto the local school boards and the over-taxed backs of homeowners.

I do not think we need to go too much further into the debates we have had in the Legislature, particularly the motion of non-confidence, I think we called it, when we discussed this quite fully some months ago in the spring. But the next part of the story is that the Minister announced that he was going to make additional grants over and above what is in our estimate book to municipalities of less than 60,000 population.

Finally, on October 16, in reply to a question, I believe from the leader of the Opposition, he announced that his closest estimate was a conditional \$48.4 million. He also noted that time, I believe, that it might be more or it could even be less, presumably because not all of the figures were in from the county boards.

My first set of questions to the Minister has to do with the equity of the combination of the reorganization of the county boards with the original balanced budget of the Treasurer, plus the consideration of the Minister's additional grants for \$48 million. And my questions are basically the same questions we were asking earlier. Even with the additional supplementary budget of \$48 million, where does that leave the local county school boards across the province?

For example, if we take the financial assistance, the general legislative grants, item 4, \$606,968,000 and add to it the Minister's \$48.4 million, we get a total figure of what, Mr. Minister? Do you have that?

Hon. Mr. Davis: Yes, \$664 million or \$665 million roughly.

Mr. T. Reid: What proportion?

Hon. Mr. Davis: To that you must add \$4 million if we are looking at round figures and the \$7.5 million and a portion of the \$7 million cannot be finalized. I cannot tell you what the breakdown will necessarily be.

**Mr. T. Reid:** Okay. Now my question is simply that last year the grants from the Minister's department accounted for about 47 per cent of the total operating costs of the primary and secondary schools.

**Hon. Mr. Davis:** No, our figures will all depend on what we both put in our figures.

**Mr. T. Reid:** Comparable to the years?

**Hon. Mr. Davis:** Comparable figures that we are using are 45.64 per cent for 1968. Our estimate for 1969, including the subsidy, is 46.05 per cent.

**Mr. T. Reid:** And 1967 was what? Slightly lower than the 1968?

**Hon. Mr. Davis:** I think that is fairly close but I do not have that here with me.

**Mr. T. Reid:** The point that we will make right now, Mr. Chairman, in the Liberal Opposition—our position has been repeated for a number of years—is that the contribution of the provincial government to the total operating costs of primary and secondary schools should increase from the 45.6 per cent level, up much closer to a 60 per cent level this year. This was our position over a year ago and eventually, getting to 1971, pretty close to the 80 per cent level, with very tough guidelines on the school boards. Now our reason for saying this is that what we want to do in this province, and I will try to describe it as simply as I can in terms of equity, in fairness of terms to the taxpayers, is to put back into the right-hand pocket of the homeowner—the taxpayer as a homeowner—money which he otherwise would pay through property tax, and take out of his left-hand pocket money in the form of income tax.

Take a low income person, for example, \$4,000 or \$5,000 in this province. If we were financing, say, this year 60 per cent of the operating costs of the primary and secondary schools in this province, as opposed to the Minister's 46 per cent, we would put back into the low-income earner's right-hand pocket, perhaps \$150, or \$100, which he would not pay to the municipality in the form of property tax towards education. So he has that \$125 or \$150 in his right pocket. We would have taken out of this, his left pocket perhaps \$50 or \$60 in the form of income tax increases. The net position of the low-income earner would have been better by anywhere between \$40 or \$50 or \$60.

Persons with higher incomes, say a person over \$10,000 or \$12,000, and of course people having more—over \$25,000—these people live

in much more expensive homes than people with low incomes. What we would have done in their cases would have been to put back in the right-hand pocket in the form of lower education taxes on their property maybe \$600 or \$700 but we would have taken, Mr. Chairman, out of their left-hand pocket in terms of increased income, perhaps \$1,200 more. The net effect of that, Mr. Chairman, would be that the richer people in our society would be paying more taxes than they are now, helping to finance education, and the poorer people would be paying less taxes than they otherwise would. I think this could have been worked out if the negotiations with the federal government had started a year or so ago.

That is our position, I am not too sure whether one needs to say much more about that.

Could I ask the Minister a couple of specific questions? Is all the information in from the county school boards regarding their costs last year and their budgeted costs for the coming year so the Minister can figure out their grants?

**Hon. Mr. Davis:** I think we can say no to the second part and can we say yes to the first part, Mr. Spry?

**Mr. G. D. Spry** (Department of Education): I do not know, Mr. Minister, whether he is talking about 1969 or 1968.

**Hon. Mr. Davis:** You mean the 1968 costs? These are coming in from 1,500 or so former jurisdictions.

**Mr. T. Reid:** Yes, from former jurisdictions in order to put them together to see what the county board system would have been like if it had existed previously?

**Hon. Mr. Davis:** It is a very long process. Before they can officially give us the information they have to get the auditors' statements from the former boards and this, in other years, has taken a long time. It is moving a little faster this year than in the past but it still is a long process.

**Mr. T. Reid:** So we might be facing the possibility of not having the necessary information on which to base the grants for the 1969-70 fiscal year?

**Hon. Mr. Davis:** We are in this position, Mr. Chairman, every year. This is our estimate. The amount we are suggesting be voted upon here, apart from the subsidy, has always been an estimated amount and the



estimate is based on information being a year old so that to give you a specific amount we have to be one year behind times. We are going to be in the position within two years, because of the restructuring that has taken place, that the flow of information will become much better. I think we will be in a position to make our calculations much earlier and be more accurate. Obviously this way can be of better service to the board and make it easier for the Treasury and everyone to come to decisions. But when we were waiting, as we did a year ago, for information from such a large multitude of smaller boards, it was very tough.

We have enough information now that we were able to arrive at some sort of profile to come up with the estimate I gave the House of \$48.5 million as it related to the subsidy. Our grant regulations, Mr. Chairman, are based on estimated costs and we cannot calculate when the grant regulations are made, just what salary settlements may be made, and so on. We are estimating it and these estimates have to be made sometime prior to the finalization of budgets by the local school authorities.

**Mr. T. Reid:** Would it not be helpful for the Minister to have now guidelines for the county boards as to all sorts of areas of expenditures? I know you have got the 115 per cent index—

**Hon. Mr. Davis:** Well, what we are trying to do, Mr. Chairman—

**Mr. T. Reid:** Do you have guidelines stating you cannot build a new palace for yourselves costing more than X number of dollars?

**Hon. Mr. Davis:** We do not pay any grants on palaces at all.

**Mr. T. Reid:** Well, the taxpayers pay it.

**Hon. Mr. Davis:** Yes, but we do not in this department. We do not pay grants on the administered facilities of the boards. Our grant regulations are different this year because we are trying to arrive at a less-complicated grant structure, which I think everybody would enthusiastically endorse. We are moving away from what are called incentive grants. There has been some discussion about this. There are some people who prefer to see an incentive grant. We are trying to do it on the basis of X number of dollars per pupil. We select what we think is a reasonable amount and then, basing our grants on these average figures and relating these to the wealth of the community, they pay whatever

their share might be. Incidentally, 1967 was 46 per cent.

**Mr. T. Reid:** Really?

**Hon. Mr. Davis:** The grant regulations themselves this year, leaving out the amounts of money, were generally well received, I think, by the school board authorities as matters of principle and philosophy and so on. There were some who, very frankly, would prefer to see some incentive situation. In other words, we used to have the grant regulations. If you would do this, we would pay such and such and so on. We have moved away from those situations with the thought being that the boards now, with their new structuring, would be sufficiently sophisticated to do these things and not be artificially stimulated if it does not make sense to do so.

It is the same way as I mentioned, Mr. Chairman, with respect to the capital grants for vocational construction. There is no question that, because of the grant allocations that were available starting back some seven or eight years ago, we experienced a major increase in technical and vocational accommodation. So a year ago the decision was made that we will treat academic and vocational on the same basis so they make their value judgments related not just to money. I think this is very important. I think the board should be—

**Mr. T. Reid:** I will get into the grant formula, but just to try to answer my own question—

**Hon. Mr. Davis:** As far as we are concerned, yes.

**Mr. T. Reid:** You do not have any guidelines, though, on salaries for directors. You do not have any guidelines on how much they should spend on construction of new buildings for the Minister's staff or county board people.

**Hon. Mr. Davis:** These matters are left to the local school jurisdiction. They know what is available in total grants and they equate these to what their expenditures are to be. They recognize that what they are doing over and above what is eligible for general legislative grant, they are doing on their own at the expense of their ratepayers.

**Mr. T. Reid:** This explains, perhaps, the Minister's statement on this. The voters, the taxpayers—

**Hon. Mr. Davis:** If they are discontented or unhappy, if they think the school board has



gone beyond what they should be doing, then this is their responsibility. If we get into it, Mr. Chairman, and there are those who suggested that we should lay down regulations—guidelines are no good—you have to in regulation or almost by legislation say, "You will do this, thus, thus, and thus." That is fine. But if you do this then you have to accept the fact that the department, if we were to get into the salary picture generally, would in fact be doing one of the basic responsibilities of the local school authority, and that is making the contracts with the administered and professional staff.

The same way with school construction. We are really in a pretty difficult spot with respect to school construction, I am told, these days. But once again the decision-making process does involve the local board to a very great extent. If you do not, if you want to totally centralize, these are the alternatives.

**Mr. T. Reid:** I believe you said to be eligible for the additional grants, school boards—

**Hon. Mr. Davis:** For the subsidy.

**Mr. T. Reid:** For the subsidy, yes, school boards are required to keep their pupil costs to within 115 per cent of the 1968 expenditure. But does that not mean that the pupil cost including the administrative buildings, including the salaries of directors, just simply mean you participate in the increase of the cost?

**Hon. Mr. Davis:** Right. It will include the total cost. It would not necessarily include top costs for, shall we say, administrative buildings and actually there have been very few of them constructed. A lot of them, or at least two or three of them, have been developed very economically, not without some little debate. But I think the ones you are mainly concerned about, perhaps exist in the Metro Toronto area where there is no restructuring of education.

**Mr. Pitman:** You mean it was not provincial money?

**Hon. Mr. Davis:** None whatsoever.

**Mr. Pitman:** None whatsoever?

**Hon. Mr. Davis:** None whatsoever.

**Mr. Pitman:** Oh, boy!

**Mr. T. Reid:** Mr. Chairman, the—

**Hon. Mr. Davis:** There is no provincial money in two or three of the—

**Mr. Pitman:** Hawaiian trips either?

**Hon. Mr. Davis:** No.

**Mr. T. Reid:** Can the Minister explain why he was out by almost \$50 million in grants out of \$617 million?

**Hon. Mr. Davis:** Well—

**Mr. T. Reid:** You have in the blue book here an estimate which of \$616,968,000 is an awful lot of money.

**Hon. Mr. Davis:** It is a very simple matter.

**Mr. T. Reid:** Then you come back, and later on you say \$48 million more—

**Hon. Mr. Davis:** Very simple.

**Mr. T. Reid:** How did the Treasury come in with a balanced budget? Did you not do your homework?

**Mr. Chairman:** I do not think, really, it is within the prerogative of the committee to get into those matters. I can only say—

**Mr. T. Reid:** Well, we are concerned with the taxpayers' dollars.

**Hon. Mr. Davis:** So are we. Very concerned. This is why the grant regulations were initially fairly tight—some people will say quite tight. As a matter of government policy, we recognize that certain areas need relief and as a matter of fact we moved in with a programme that gave actual relief. This is one of the great beauties of the subsidy system. Even the boards recognize this, and that is that to qualify you have to meet certain conditions, basically the 115 per cent. But none of these moneys go into the hands of the boards to increase their expenditures. They all go into the hands of the boards to reduce the levies to the local municipalities which in turn means it does, in fact, reflect itself in a saving to the local real property owner.

Very frankly, Mr. Chairman, we have been putting additional funds into the grant regulations year after year and I do not want to be misunderstood. I am not being critical of any—

**Mr. T. Reid:** Then how come you were out \$48 million?

**Hon. Mr. Davis:** It is not a question of being out \$48 million at all, Mr. Chairman. It was a decision by the government to

give further relief to the real property owners. It is as simple as that.

Mr. Pitman: Ha, ha! That would be simple.

Mr. E. W. Martel (Sudbury East): . . . in the first place.

Mr. Chairman: Order. Mr. Reid.

Mr. T. Reid: I just want to pursue that in 1967 the Minister informed me that the province met 46 per cent of the operating costs of elementary and secondary public schools and—

Hon. Mr. Davis: No, Mr. Chairman. I might simplify this for the hon. member.

Mr. T. Reid: Well, can I finish this please?

Hon. Mr. Davis: Well, I might be able to help him.

Mr. T. Reid: Mr. Chairman, I would just like to finish my sentence or my paragraph. The Minister informs us that in 1967 the grants from his department for the operating costs of public elementary schools and public secondary schools in the province came to 46 per cent of the total.

Hon. Mr. Davis: Right.

Mr. T. Reid: And I—

Hon. Mr. Davis: In 1968 they were 45.64 per cent using the same—

Mr. T. Reid: In 1968 the comparable figure is 45.64 which is less than 46. Then he brings in his budget for his estimates for 1969-1970—

Hon. Mr. Davis: Estimates of what? Estimates of what, Mr. Chairman?

Mr. T. Reid: Estimates, it says here, under legislative grants for elementary school and secondary school.

Hon. Mr. Davis: But estimates of what? The estimates do not refer to what might be the total cost of education. The estimates reflect the government policy decision as to how much will be allocated to assist the local school authorities. So try relating 1967 and 1968 to what may be available in 1969, 1970 or even 1971, is and always has been, a government decision.

Mr. T. Reid: Well, Mr. Chairman, in the question to the Minister—

Hon. Mr. Davis: You would say it should be more, Mr. Chairman?

Mr. T. Reid: No, but with due respect to the Minister, I find it utterly inconceivable if I had his job or if the hon. member for Peterborough had his job, to be so sloppy in this type of estimate—

Hon. Mr. Davis: It is not a question of estimates, Mr. Chairman. You have to say what we are estimating against. If the hon. member is saying that our estimate of \$616 million—

Mr. T. Reid: And \$918,000.

Hon. Mr. Davis: —was to relate to an objective of X per cent and we were out, I would agree with him. But, Mr. Chairman, the \$616 million is not related to a percentage objective and that is—

Mr. T. Reid: All I am saying here is that I would think you would have better research to know what the likely total costs of operating our elementary and secondary schools were before you brought in an estimate in the Legislature.

Hon. Mr. Davis: Not necessarily at all, because it depends on what the government feels in total it should be paying to support whatever transfer payments are involved. It is not a matter of research. We have a fairly good idea of what the costs are going to be.

Mr. T. Reid: Well, Mr. Minister, how can you tell me now that the percentage of the estimates plus your \$48.4 million will be 46 per cent?

Hon. Mr. Davis: Very simple. Because the government decided to allocate further funds to the relief of the real property owner. It is a simple as that.

Mr. T. Reid: But how can you calculate the percentage? You just said you could not because you do not know the total.

Hon. Mr. Davis: No, I say we are close. We think we are somewhere around 46 per cent.

Mr. T. Reid: Right, and if you deduct the \$48.4 million, you are down to what? 43 per cent?

Hon. Mr. Davis: Roughly 43½ per cent—43.3.

Mr. T. Reid: 43½ per cent?

Hon. Mr. Davis: Right.



**Mr. T. Reid:** And you mean to say, when you brought in your estimates, you thought it would not be around 43½ per cent?

**Hon. Mr. Davis:** Mr. Chairman, all I can say is that, when we arrived at these figures that are printed in the estimates, they represent the funds that have been allocated and that are available for transfer purposes, whether in this department or some other department. They are not related to a percentage that has been in fact pre-determined necessarily. The government decision was, some time in March or April, to increase the amount of legislative grant to the local school authorities, which is what the government did. So it is not a question of inadequate estimating or anything else.

**Mr. T. Reid:** Mr. Chairman, what the Minister has done by bringing in his additional estimates, if you like, of \$48.4 million, is to put the school boards in almost exactly the same position they were in in 1967.

**Hon. Mr. Davis:** We probably have saved many many millions of dollars in the process, because by the time the county boards established themselves, we were sorting their financial problems out. When we came up with some subsidized programme, which we think has been relatively beneficial and helpful to those who needed the assistance, it put some of the local school authorities who were at 120 or 125 per cent, in a position where they had to take a more realistic look at their budgets.

We think the 115 per cent was probably an equitable figure, and as a result there is no question that many millions of dollars were saved in the process. It was a difficult process. It was not very pleasant. I am the first to recognize this, Mr. Chairman. But nonetheless, we think it has been equitable. We think it has been effective. And, as I say, one of the very positive aspects about the subsidy was that the moneys went directly to the municipalities or to the boards and through them to the municipalities, to the relief of the real property owner. They did not add to the total figures to be invested by the boards.

**Mr. T. Reid:** And he says all that with a straight face.

**Hon. Mr. Davis:** I said it all with a straight face.

**Mr. T. Reid:** Beautiful, beautiful.

**Hon. Mr. Davis:** No, it is not.

**Mr. T. Reid:** May I ask the Minister how many municipalities there are in Ontario of more than 60,000 population, excluding Metropolitan Toronto? I mean, we are dealing with about six or seven municipalities, I think.

**Hon. Mr. Davis:** Well, Mr. Chairman, I think when the grant regulations were all sorted out and interpreted, those who did not benefit from the subsidy were those urban areas that we call the defined cities. Now there may be one or two minor exceptions, but basically the relief went, or the additional subsidy went, to the new units, because they were faced with creating structures and bringing about equity which the larger units in the urban centres had accomplished some many years ago.

**Mr. T. Reid:** But the fact is that, as the Minister stated when he brought in his supplementary estimates of \$48.4 million, that that was to be used only for municipalities of less than 60,000 population.

**Hon. Mr. Davis:** Well, I think, Mr. Chairman, in the interpretation of the regulations as we sorted them out as we went along, that probably the only municipalities that did not receive benefit one way or another would be the five defined cities. I think this is the way it will work out.

**Mr. T. Reid:** Well, Mr. Chairman, to conclude that part of my remarks, I will simply say that it would have been a lot better if the Minister had had better estimates of the total expenditures of the school boards, and predicting them, so that the homeowners would not continue to be hit in the regressive form of property taxation for the increased cost of education.

**Hon. Mr. Davis:** Well, Mr. Chairman, I am not defending the department or the Minister. I am just saying that the amounts allocated are always matters of total government tax philosophy or support, and it is not in the estimating procedures *per se* that sometimes problems are created. The government's announced policy at the same time as the Treasurer's statement came in, was to move towards a position which, I think, is now well understood, of 60 per cent support across the province—60 per cent average. I want to emphasize this because there has been some misunderstanding of this—60 per cent average across the province of total support by 1971. As I understand it, the hon. member's position is 80 per cent, I think, on provincial average.



**Mr. T. Reid:** Perhaps in terms of the Liberal Opposition, we have finished our comments on the general grants. But the fact remains, Mr. Chairman, in 1967 the province met 46 per cent of the costs of operating elementary schools and secondary schools in this province, and for the coming fiscal year, 1969-70, the province is meeting only 46.05 per cent.

**Hon. Mr. Davis:** An estimated 46.05 per cent.

**Mr. T. Reid:** Estimated, and it could be less or it could be more.

**Hon. Mr. Davis:** I do not want to lead you astray.

**Mr. T. Reid:** And we are just saying that the policy statements of the government and of the Minister, in which they claim to wish to pay a larger proportion of operating elementary schools in this province, getting in up to 60 per cent, quite frankly seems to be a lot of hot air, when there has only been a .05 per cent increase over a two-year period. And I just state—

**Hon. Mr. Davis:** Except that the policy was enunciated, Mr. Chairman, if memory serves me correctly, last March. So one really cannot relate that to a two-year-period. Well, I am just trying to be fair about it.

**Mr. T. Reid:** Well, I am trying to be fair about it, too.

**Hon. Mr. Davis:** Was that not when the statement was made?

**Mr. S. Lewis (Scarborough West):** Oh, you are nothing if not accurate.

**Hon. Mr. Davis:** Thank you.

**Mr. T. Reid:** Now that we have pursued that, Mr. Chairman, I have some specific points, but perhaps some other members would like to talk about the general grants.

**Mr. Pitman:** Well, I would just like to say a word or two, but certainly I have no intention of re-hashing the whole business of what took place under reorganization. I would like to bring up one point, however. Our position is obviously the same. We feel that it should have been phased over three or four years, and most of all, that we should have reformed the tax base at the same time as we were reforming the educational system. The only way to have done this was to get education off the property base. Certainly the feelings of the New Democratic Party are that property is

no longer at all relevant as a support for education. I think one can justify it for sewers and for roads and for many other things which are obviously related to property, and obviously related to the value of property, but education is not one of these. We would spurn—

**Hon. Mr. Davis:** I am just interested, Mr. Chairman, not to pursue it, but is education not in some way related to, shall we say, total real property values within a community? I am just asking now as a real property owner.

**Mr. Pitman:** I do not think so, because I think that in a kind of mobile population you have today a great many young people are being educated, and the cost of education is being put on one municipality—in many cases a rural municipality—and all the advantages of the education in terms of economic value will accrue to another place or municipality.

**Hon. Mr. Davis:** Yes, but have you not found, though, that municipalities that have good educational programmes tend to attract industrial and commercial development? There is an appreciation in, shall we say, real property values. Is this not?

**Mr. Pitman:** I have been trying to get—

**Hon. Mr. Davis:** Is it not the intangibles that might be related?

**Mr. Pitman:** I have been trying to convince your colleague, the Minister of Trade and Development (Hon. S. J. Randall), that the educational advantages in Peterborough alone would make it an obvious and sensible place to designate as an area for industrial expansion. Indeed, it is one of the growth points in eastern Ontario. Sadly enough, I have been a failure at that particular task and he accepts no relationship whatsoever between the educational base and the industrial base.

**Hon. Mr. Davis:** Well, I am not talking about bases. I am saying that surely there is something related in a good educational programme within a community to, in some degree at least, its economic viability.

**Mr. Pitman:** Well, what you are then saying is that an area that does not have a good educational system has no economic viability.

**Hon. Mr. Davis:** No, I am not saying that. It is a question of degree.

**Mr. Pitman:** The chicken and the egg, is it not really? Because if the—

**Mr. Lewis:** Why do you measure economic viability in terms of real property?

**Hon. Mr. Davis:** People say to me that real property has no real property values and—as a result of real property taxation costs, I guess—has no relation to schools because they are services for people, not services for property or what have you. I just sometimes think that a good educational system in a community, perhaps indirectly, relates to property values throughout the total community.

**Mr. Pitman:** It may be even far more true, I think, in an agricultural society, and far more true in perhaps an early industrial society, but I do not think that today it is.

**Hon. Mr. Davis:** It may not be. I do not know.

**Mr. Pitman:** Because I think today that, in a sense, industry goes where it has economic viability, and this has so much to do with transportation, and indeed with the gathering of industry and expertise that I do not think really—

**Hon. Mr. Davis:** But you know some of the industrial commissioners tell me, apart from taxes which people always ask about, one of the first questions some industries ask, particularly if they are going to have a fairly high percentage of executive personnel, is: "How are your schools? How close are you to a university or community college?"

**Mr. Pitman:** To use the Minister's—

Interjections by hon. members.

**Mr. Pitman:** Surely the Minister would agree that equality of educational opportunity should not be based on the industries that happen to be close to a child in the province.

**Hon. Mr. Davis:** Well, I am not saying that.

**Mr. Pitman:** Well, there is an implication of that when you say that there is no relationship between—

**Hon. Mr. Davis:** I am just asking you if there is some possible relationship.

**Mr. Pitman:** Well I would deny a possible relationship. At least, I would deny that it has any real relationship in a modern, sophisticated, industrial, technological society. I think that is just not possible. The one thing that does bother me—it haunts me—I will say I am concerned, is this: I am worried and concerned that a number of municipalities

are not paying their bills and this is a tremendous cost to the local school boards. I received word, for example, that in one area this cost is now as high as \$70,000 in interest—that is interest on borrowings necessary to keep the educational plant going. If that is multiplied by 38, well, how high could that be? I think it could be in the millions that is being paid for nothing.

**Hon. Mr. Davis:** No, we do not think so. There is a problem. Some municipalities have not paid as properly as they might have. There are some municipalities who traditionally do not collect until the fall. Some of the smaller rural municipalities have never collected until October or November. The question therefore comes down to what extent you pay advanced payments related to interest. Because if a local municipality has withheld grants, they are using this and perhaps saving borrowings as far as they are concerned. I am not defending the municipalities.

**Mr. Pitman:** I see. You think it is a transfer of—

**Hon. Mr. Davis:** Well, in many situations, if the funds are collected, but, if the funds are not collected, if the municipality as a matter of policy does not collect until October or November—

**Mr. Pitman:** But there could well be many hundreds of thousands of dollars anyway.

**Hon. Mr. Davis:** But we know this, and we have had some discussions with the—

**Mr. Pitman:** Where are we going in this?

**Hon. Mr. Davis:** —with the departments. This is a matter of government policy. I cannot tell you at this precise moment. But it is under very active consideration.

**Mr. Pitman:** I would hope so, because it seems to me that a very great deal of money is going to financial institutions that should be either building schools or providing better programmes, or playing a more effective role in improving educational systems—certainly in paying off debts if indeed it is relieving the municipal tax.

**Hon. Mr. Davis:** I think some of it is being used for this purpose—not in Carleton though.

**Mr. W. E. Johnston:** If I may interject. Would it not help if the municipalities changed their long-time policy of paying taxes only once a year?



**Mr. Pitman:** Yes. I was not going to blame this Minister because—

**Mr. W. E. Johnston:** Our own area, I just heard on Saturday, is going to start collecting twice a year.

Interjections by hon. members.

**Mr. Pitman:** I do not want to repeat the arguments the hon. member for Scarborough East made in regard to what we hope will be a closer communication in fiscal matters in regard to the department and the various school boards. One would hope that that would straighten out.

I would like to bring a matter up, and simply have a very quiet, non-political discussion on this matter, which may be a surprise to the Minister. But, nonetheless, I think it is considered with considerable seriousness by the people in the New Democratic Party. It relates to the whole question of separate schools. I know that part of this grant goes to separate schools in Grades 9 and 10. I am not going to give you all the reasons. The Minister has read, I am sure, the New Democratic Party programme and their position on the existence of separate schools. They are increasing. The separate school is here constitutionally. There is no way of getting rid of it, and the question becomes, of course, with the larger number of students going into the high schools, how can they support the cost of education at Grades 11, 12 and 13? We are desperately concerned about this. I am sure the Minister is concerned. It seems to me we have reached the point now where a number of high schools have to know, almost immediately, not two or three or five years from now, whether they are going to receive some kind of assistance. And, if not, I think they have reached the position where they are going to have to close. I have been contacted by a number of people who have put it to me that bluntly. Unless we make some decision as to whether we are prepared to provide assistance to separate schools to the end of Grade 13, we are going to see separate schools being forced to close.

If they are closed, of course, it means that the whole group of separate school students go into the public school system. The effect will be, in some way, to put an extra cost on the public school authorities anyway. The effect it will have in some cases will be that the public school board will have to buy the separate school and run it as another kind of secondary school. As I say, I am not going to make any kind of impassioned pleas for the Minister to be filled with compassion on

his own. I am not going to inveigh against a government which has not faced up to this problem for some time. What I am asking is that the Minister engage in some kind of conversation this afternoon, which will at least give separate school supporters and those who operate the separate schools across the province some idea of what they can expect over the next year or two.

**An hon. member:** Hear, hear.

**Mr. Pitman:** I do not think they can carry on continually trying to support this system by charity and by grants. They have reached the end of the line. In some cases they are deficit financing, and have been for some time. The Minister is quite aware of why this is the case. With the pressure now going up into the secondary schools, he knows as well as anyone that the number of students in the elementary schools is larger. He knows what degree of justice there is involved in this. He knows the degree to which there is not equality of education for those who are in separate schools. I do not want to go into that whole philosophic discussion, but I hope that we might be able to have something useful—not confrontation, but conversation—in regard to this problem, here this afternoon.

**Hon. Mr. Davis:** Perhaps the hon. member for Scarborough East might like—

**Mr. Chairman:** Mr. Martel.

**Mr. Martel:** Mr. Minister, I think I will just hold off. Mine are related questions dealing with grants and so on. I would not want to move away from this subject until the Minister has had an opportunity to reply.

**Hon. Mr. Davis:** Thank you very much.

**Mr. Chairman:** Mr. Lewis.

**Mr. Lewis:** I would like to hear what the Minister has to say too before offering any—

**Mr. Chairman:** Mr. Reid.

**Mr. T. Reid:** I wish to support the request of the New Democratic Party's education spokesman. Our position is quite well known. When I say "our position," I am talking about the leader of the Opposition and the entire caucus of the Liberal Party at Queen's Park. I have a copy of the statement here. I do not think there is any need to read it into the record. We support the extension of the jurisdiction of the separate school boards from kindergarten to the end of secondary school, whether that happens to be something called Grade 12 or something called Grade 13.



Our position is simply that, given the fact of the constitution of this province—of this country—and given the educational concepts of continuous learning as contained in the Hall-Dennis report and elsewhere, the only conclusion we could come to in our caucus on the constitutional grounds and the educational grounds, was that the only way to implement our policy of full educational opportunities for the children in the public education system in this province was to have full and equal grants from kindergarten to the end of secondary school for both branches of the public education system in this province.

We believe that we are simply stating the constitutional rights of those people who send their children to the separate schools of this province. They ought to be full rights and not partial rights. There is one specific question in closing my initial remarks on this, which I put to the Minister. Could the Minister give us an estimate of the amount of money necessary to bring the grants for Grades 9 and 10 to the separate schools into equality with the grants for Grades 9 and 10 in the public school branch and the public school system based on the number of students now in Grades 9 and 10 in the separate school branch of the public education system? I would also like to share in the asking of the questions by Mr. Pitman.

**Hon. Mr. Davis:** Mr. Chairman, I will deal with the last part of the question first, because that is the easiest part. The answer is: it really is not possible to estimate accurately what the cost might be because you do not know whether or not this is the total extent of what the involvement may be. If the separate school system were to be recognized for grant purposes to the completion of the secondary school programme, one would have to determine whether a very large number of separate school children at the end of Grade 8, who moved into Grade 9 in the public school system and who you could not calculate as being part of the separate school enrolment in Grades 9 and 10, would become part of the Grade 9 and 10 programme that was involved in the total secondary school programme. The two figures, Mr. Chairman, obviously are going to be several thousand apart at roughly \$1,000 per student or \$900 per student on the provincial average.

Interjection by an hon. member.

**Hon. Mr. Davis:** I am talking about the total secondary school costs, Mr. Chairman. The average is, for the province, around \$900

to \$1,000 per student. It may be a shade more. Also one must calculate, if one is to pursue this logically, whether or not a determination of this kind pursues an involvement in the very expensive composite school programme.

Whether one could consider the economic problems related to a duplication or a complete utilization of this aspect of the programme, I do not know. This is why, Mr. Chairman, economic factors in this issue are not irrelevant, I think this point has to be made and it is not possible to give at this moment a totally accurate estimate as to cost.

The whole question of capital becomes perhaps important. However, leaving the economic side of it apart I do appreciate the way the hon. member for Peterborough has in a non-emotional way, and in what he feels a non-partisan way, raised this particular issue. I have read the position of the NDP with some interest. I have read the position of the Liberal caucus relevant to this issue with great interest as well. For me to comment today, in that there are many people who would interpret my remarks either with optimism or pessimism, depending on just what particular point of view they might have. I think, quite frankly, I just cannot and will not do so. The brief was presented to the government last May or June.

We have had discussions with a number of people related to this. It is interesting to note that other groups within our society—and some members will say this does not bear on it but I do not think one can ignore it completely—have also made representations with respect to support. I am referring to various groups such as the Christian Reform people, the Jewish parochial schools and, interestingly enough, requests from the private high schools—a number of private high schools that we would not call Catholic high schools—who also have financial concern. The position of the private Catholic high schools, with respect to finance, is not unique too, to those particular schools.

I think in fairness, Mr. Chairman, I am not ducking anything today. This is a very tough problem for the government and I think the total province to face. It goes back to certain legal situations. It is very deeply bound up in the traditions of this province. It is one that cannot be considered lightly or without the very careful consideration of the total interest of our society, not

just this year but 5, 10, 15 or 20 years from now.

There is nothing I would like better than to sit down and very informally discuss the various aspects of this. But, Mr. Chairman, this is a matter of very real government policy and for me to engage in any sort of dialogue here today might be completely misunderstood and misinterpreted as I say, with some people perhaps becoming optimistic some people pessimistic or interpreting it in ways that were not necessarily intended. It is very easily done on an issue such as this, and in that I am in the position of being a member of the government, the Minister who is very directly involved. I hope the committee members will understand, Mr. Chairman, if I just do not indulge in any dialogue on this today.

**Mr. Pitman:** Mr. Chairman, I accept the Minister's feelings in this regard because—

**Hon. Mr. Davis:** You see, it is interesting to know historically and I do not want to be misunderstood in this, either, because the hon. member for Peterborough says this issue has been before us for a number of years. It is true it has, but if memory serves me correctly, when the Foundation Tax Plan was introduced in 1964—1964 or 1965—it contained a very lengthy statement tracing much of the history and the concerns with the general statement which the government believed to be true, I believed to be true, that the separate school system, to the end of Grade 10, is part of public responsibility in this province. If one looks at the percentage increase in support, the dollars that have been allocated to the separate school system in the past four years, I think there is very real demonstration of the intent of this government to see that the separate school system, as it is legally recognized, is in fact, treated equitably with what we call the public school system.

It has not achieved complete equity yet because there are some things still to be resolved, but the percentage increase in the last four years is, I think, really accepted by those knowledgeable in the field as being a rather significant accomplishment. In 1964, Mr. Chairman, I think there was some unanimity on the part of the then leaders of the two Opposition parties. I think there was a consensus. One can check *Hansard*, but I believe the then leader of the Liberal party stated it in the House, and this is subject to correction, that this should be the extent and limiting factor on support for the separate schools system. I think I am right in this

also that the then leader and still leader of the NDP took this position in 1964-1965.

I am not saying that people should not change positions. I am not saying that situations do not change, but I am pointing out that it is not that many years that it has been, as it is now, a problem where some members of the Legislature have expressed their points of view of support that is somewhat different from four or five years ago. It is a very difficult problem.

**Mr. Pitman:** In a sense, I think the problem is resolved—is one that remains the same and is changed. In a sense I think the sameness revolves around the constitutional right of the particular group that has separate schools and the fact that we recognize that right. As you say, we have more and more equitably dealt with those who are. I notice the Minister said legally in the elementary schools. We have extended that to Grades 9 and 10. Of course, the Minister well knows that the changing factors are the new relevance of the secondary schools to change in education and more than that the Hall-Dennis report and some of the developments that have taken place in education and so on. I am sure the Minister recognizes that.

I wonder if the Minister could bring himself to use some of his experts to discover what are the real costs? I think if the Minister recalls the NDP proposal we had suggested that duplication of facilities would not be a problem. We could find ways and structures for co-operating and sharing of existing facilities. I think that we have also indicated that we can save money, possibly in co-operation with regard to classroom facilities and in regard to recreational facilities and in regard to the use of consultants and programme hierarchy. There could be even savings in the development of this programme.

The problem is, and I think the Minister realizes this, that we do not know how much it is going to cost. Surely, in his department, he can discover what the cost would be in terms of the total number of students who are receiving education both in the elementary and the secondary level, excluding those who are in private schools. And could we not get some idea of what kind of money we are talking about?

**Hon. Mr. Davis:** Mr. Chairman, it would be very difficult for the reasons that I have outlined. You have to make certain judgments in determining these statistics that might not be either accurate or necessarily fair to those who are making these representations. As I



said, you make your assumption on the basis of everybody who is in Grade 8 in the separate school system going on to the public secondary school system. This is why it is very difficult to come up with perhaps meaningful figures. We are in the process of doing this. There have been some figures suggested—

**Mr. Pitman:** You are in the process of trying to get the figures?

**Hon. Mr. Davis:** Well, we are in the process of analyzing the total situation. This includes economics. The only point I want to make, and I do not want to prolong this or add to it. . . . I do not think a decision of this kind can be related to economic factors only. I think it is—

**Mr. Pitman:** But surely this is the main criticism that is made. There are two really. The economic factor and the concept that it is to be separated or that there will not be the mix that some people in this province feel there should be.

**Hon. Mr. Davis:** Yes.

**Mr. Pitman:** Surely the second can be dealt with by allowing the sharing of facilities and the transportation of students and the mixing that would take place.

**Hon. Mr. Davis:** But that is the difference, though. The difference between, as I understand it, the policies enunciated by the NDP and the position taken by the Liberal Party. One has to also ask himself: Are the separate school people content with the position that is being supported by the NDP?

**Mr. Pitman:** Well, I am sure here, again, we must not run into that area of trying to second-guess—

**Hon. Mr. Davis:** No, quite right. All I am saying is that it is fine to suggest some things, but you have got to look at it, I think, Mr. Chairman, as a total problem not the single aspect of it—I have to phrase this very carefully. All I am saying is you cannot ignore the economics, but at the same time I do not think you can base the decision totally on economics either. That is sort of coming down both ways, but it is important, I think.

**Mr. Pitman:** Could you indicate approximately, and I promise I have no more questions on this, when there is some hope that the government is going to make a decision on it?

**Hon. Mr. Davis:** I can only say that it is a matter of continuing discussion—and it is.

**Mr. Pitman:** Well—

**Mr. Chairman:** Mr. Lewis:

**Mr. Lewis:** I do not know whether I can maintain the equanimity of the hon. member for Peterborough, but I would like to ask a few questions. First, I will provide an answer: The separate school response to the NDP proposal has been, by and large, pretty good, pretty favourable, and I think it has been pretty favourable because the separate school leadership understands—and the Minister knows they understand— that, in order for a position to be tenable, there must be a very considerable emphasis on sharing and the elimination of duplicating facilities.

They are not so naive as to think that it would be acceptable to the province on any other terms. There is a tremendous sophistication involved. I suspect that there is a greater response to the principle of sharing from those of us who have met with the separate school leadership than there is to the proposition of parallel systems, which they view as a proposition untenable to government. And I do not think it would be acceptable—I will not ask particularly—it seems to me to be obvious.

But one of the things that I worry about in your responses to my colleague is that they tend to give away a good deal of government thinking, because if a government has not, by this month in 1969, done a pretty scrupulous analysis of the cost implications so that the Minister can at least give us some idea of what is involved then it says to me that the government does not intend to do anything.

Maybe that is something which an Opposition member might read into it. But if you are saying—and I have to take you at face value, Mr. Minister—you may be quietly hiding from public view those secretive deliberations that are going on—but I take you at face value—you level as a rule with this committee.

You say to me that you have begun a sort of overall estimate of the situation. I would think that if you were serious about extending aid to Grades 11, 12 and 13, indeed to equalizing the grant situation in Grades 9 and 10, then you would know in a very considered estimate how many pupils would be involved, how many dollars would be involved for Grades 9 and 10, how many dollars might be projected for Grades 10, 11 and 12.



**Hon. Mr. Davis:** Mr. Chairman, you cannot. But you have to do it on the basis of making certain assumptions. One of the assumptions you have to make—or maybe you would make a variety of assumptions—is to what extent children leaving Grade 8 in the separate school system will go into the secondary system if it were receiving total support, or what percentage would still go into the public school part of the secondary school programme.

**Mr. Martel:** There is no choice.

**Hon. Mr. Davis:** Well, just a minute—

**Mr. Martel:** Well, there is only one course being opened to them, Mr. Minister, and this is why it is difficult—

**Hon. Mr. Davis:** With respect, Mr. Chairman, I am trying to explain to the hon. member for Scarborough West. I know there is no choice, and this is why it is very difficult to come up with accurate statistical information without making a set of assumptions that may in themselves not turn out to be accurate, or necessarily fair to the people making the representations. What percentage of students, for instance, will go into or would continue on, in the combined or the composite high school programme on the basis that we cannot afford sets of duplicate facilities? As I say, the great danger in discussing this is that some people will tend to interpret—What I am really trying to say, Mr. Chairman, is that the government in considering the total submission, and the policy of the government is as it is. And that is it. But I want to be—

**Mr. Lewis:** I know. You are trying to be forthcoming in an area where it is hard to be forthcoming, because you may be coming forth with nothing.

**Hon. Mr. Davis:** Right.

**Mr. Lewis:** Right. So what I am trying to interpret, as I listen to you, is the message that comes through. You know, if one was taking it seriously—for instance when the member for Peterborough has access, as I am sure you will give to him even before he ascends to power, to all the material that you now have—it would not be difficult for a government to make a set of assumptions. As a matter of fact, a government that is serious about it would make a set of assumptions. What do you mean you cannot? You make—

**Hon. Mr. Davis:** I say you can.

**Mr. Lewis:** You can. You can make a set of assumptions which say that if 80 per cent of the kids presently in the public system move on into the private secondary system by virtue of full grants, this will be the cost to the public. And if 50 per cent do, this will be the cost, and if 25 per cent do, this will be the cost. You can sit down and make a pretty educated guess as to the likely percentage and the likely costs, and place those in the public arena for discussion.

**Hon. Mr. Davis:** Right. All I am saying, though, Mr. Chairman, and I would hope the hon. member would agree with me, is that decision in this matter should not be related entirely to the economics.

**Mr. Lewis:** Right. Who can deny the Minister that it should not be related to economics?

**Hon. Mr. Davis:** —entirely—

**Mr. Lewis:** —entirely. But of course, the first emphasis of the Minister's response to the hon. member for Peterborough was economic. In fact, he ended by saying, "Economic factors in this issue are not irrelevant"—but then—with emphasis—

**Hon. Mr. Davis:** No, I did not say it with emphasis—

**An hon. member:** And just to drive home to us—"Gentlemen, you are talking a lot of dollars and cents, and you had better understand it—"

**Hon. Mr. Davis:** No. I tried to put it in very real balance, and I am not trying to say which is more important, one aspect or two or three aspects. There are a number of aspects to it obviously, and I am not trying to put it out of balance by indicating that economic considerations are so great that we just cannot consider it. I have not done this with the trustees, or any group that I have met with, and I think that they would substantiate this. All I am saying is that I think it would be irresponsible to say that economic factors are not relevant.

**Mr. Lewis:** Well, of course. I would assume economic factors are relevant.

**Hon. Mr. Davis:** So if the hon. member for Scarborough West will take my word for it, I am not trying to put anything out of balance.

**Mr. Lewis:** I am sure you have everything in balance. But what are the other factors?

I suspect we might agree on the other factors. One of the other factors is the constitutional and historical guarantee of a separate system. There is no question about that is there?

**Hon. Mr. Davis:** No question. No question about the total philosophy.

**Mr. Lewis:** None whatsoever? The second concept that the Minister of Education believes in is the equality of educational opportunity for every child in the province. That is the governing philosophic consideration is it not?

**Hon. Mr. Davis:** Mr. Chairman, there are considerations. I know what the hon. member is attempting to do—

**Mr. Lewis:** Well I am just—

**Hon. Mr. Davis:** No, I—

**Mr. Lewis:** I am removing for you what you believe in and which you do not.

**Hon. Mr. Davis:** No, Mr. Chairman, I think what I believe in—

**Mr. Lewis:** Then tell us.

**Hon. Mr. Davis:** —has been very specifically stated on a number of occasions, and if the member for Scarborough West—

**Mr. Lewis:** Generally stated, not specifically stated.

**Hon. Mr. Davis:** Generally stated, and I will be sticking with general statements on this issue—

**Mr. Lewis:** If it is seen that way.

**Hon. Mr. Davis:** That is right. I would only ask that he not try to interpret me.

**Mr. Lewis:** No, no. I will hold to specific interpretation of your generalities.

**Hon. Mr. Davis:** Please.

**Mr. Lewis:** I am really very interested in this: Why do you resist the proposition that it might be a responsibility of government to place in the public arena a projected cost analysis? Why do you not say?

**Hon. Mr. Davis:** We have not said that it should not be. It may be that it will be.

**Mr. Lewis:** It may be that it will be.

**Hon. Mr. Davis:** It may be that it will be. How do you like that?

**Mr. Lewis:** You are a man of decision. Do you think that might mean anything?

**Hon. Mr. Davis:** You know you could not develop, let us face it, Mr. Chairman, the Foundation Tax Plan which is one of the most complicated tax grants in any jurisdiction, without some fairly substantial background and knowledge, we know this.

**Mr. Lewis:** Fair enough, and I come back to—

**Hon. Mr. Davis:** I do not want to be technical, as I say, I am delighted to listen, but if one wanted to be a little bit technical, there is nothing in these estimates for Grades 11, 12 and 13.

**Mr. Lewis:** If one wanted to be technical, one would point out that there was nothing in the estimate for the expenditure on ETV in terms of Channel 19, which we were discussing.

**Hon. Mr. Davis:** That is correct.

**Mr. Lewis:** Correct, we managed to occupy four hours of time. You would therefore agree that a technicality would allow us to occupy a few minutes on the financing of the extension—

**Hon. Mr. Davis:** Delighted. Delighted.

**Mr. Lewis:** I think, Mr. Chairman, our position has been given already in terms of what we would and will do. The government is seriously remiss. You people on the Treasury benches of the Conservative Party are making a profound error in not forthrightly saying these are the realities on which we will base our decision. These are the projected costs; these are our aims.

**Hon. Mr. Davis:** That is completely erroneous.

**Mr. Lewis:** It is not.

**Hon. Mr. Davis:** It is.

**Mr. Lewis:** You refuse to do it—

**Hon. Mr. Davis:** We do not.

**Mr. Lewis:** You refuse to give us any kind of calculation of costs.

**Hon. Mr. Davis:** With respect, Mr. Chairman, I am not sure when the hon. member for Scarborough West asked for a breakdown of what the projected costs might be, based on certain assumptions that perhaps he would like to make, so that we could get him the information related to it that would be helpful.

**An hon. member:** Well let us sit down—



Hon. Mr. Davis: We have not refused.

Mr. Lewis: But you see it should be coming from you voluntarily. It is not as if you have not been besieged by groups—

Hon. Mr. Davis: Mr. Chairman, I—

Mr. Lewis: —on this issue.

Hon. Mr. Davis: No, no, we have not been besieged by groups related just to the cost factors at all. We have had visits from many groups who have been asking for an increase or some support of their own particular educational programme. We have not been hung up entirely related to cost. This is all I am saying.

Mr. Lewis: Yes, but let us not—

Hon. Mr. Davis: Mr. Chairman, any decision in this matter must take into account, as I said, hopefully in an understandable way, several factors, one of them being economics.

Mr. Lewis: Fair enough, but let us first of all not smoke screen it. We are not talking about the Christian reform schools and we are not talking about the Jewish parochial schools.

Hon. Mr. Davis: I have to and the government has to.

Mr. Lewis: You may have to, but you know that there is a qualitative difference between those systems which you can constitutionally and historically guarantee and the parochial schools of which you speak. You recognize that distinction.

Hon. Mr. Davis: I am not saying they are the same.

Mr. Lewis: Okay. Then the issue which faces you squarely is the issue of what the government does about the separate school system. That is a very legitimate kind of issue. Now I do not—

Hon. Mr. Davis: You are not saying the others are not legitimate?

Mr. Lewis: I am not saying the others are not legitimate, I am saying they are not nearly so pressing in terms of the government's decision.

Mr. Pitman: They are a factor.

Mr. Lewis: They are a factor.

Hon. Mr. Davis: An added factor.

Mr. Lewis: Right, they are an irritant, in a sense in terms of tabulating.

Hon. Mr. Davis: No, it is not a question of being an irritant. It is broader than that. It is not a question of it being an irritant. I mean there are some people in those groups who very sincerely believe they should receive public support.

Mr. Lewis: As a matter of fact, there are certain of the schools in the private sector, like the free school movement, for which I think, personally, there should be some view of public support. But I do not confuse that—as part of an enlightened public system—with the crisis issue that is facing the government now. There must be a declaration of where you stand on this issue. You say to me there are a variety of factors. Well there are not a variety of factors, I submit to you. There are not a variety of factors as we now understand the situation to be.

Hon. Mr. Davis: As you understand it, maybe.

Mr. Lewis: Everyone, I think, largely understands it. I have in front of me a rather interesting document. The fact sheets on which the comparative study for 1969 is being compiled by Dr. Humphreys of the institute. A study on the relative qualities of the separate and public schools systems—everything from the culturally deprived component of classes through to multiple teaching methods, salaries and special education. It shows on the basis of a rural community, small town, large town and city community, the discrepancies that exist between the separate and the public. There is no question on your point about great progress having been made. Particularly in the surveys that were taken in 1965 and 1967 of which this is the latest. But there is, of course, the analogous point which is that in 1969 there are still enormous discrepancies in critical areas, particularly in small towns and small cities between the two systems even at the Grade 9 and 10 level in crucial, academic areas. There are in the later grades profound discrepancies which violate all tenets of education opportunity for adolescents in Grades 11, 12 and 13.

Hon. Mr. Davis: Mr. Chairman, let us be very careful so the press and everybody will understand. You are talking about the differences between Grades 11, 12 and 13 in the private schools.

Mr. Lewis: Right. Separate schools.

Hon. Mr. Davis: Private schools.

Mr. Lewis: In the separate school system.



**Hon. Mr. Davis:** Mr. Chairman, I do not know how you can have a private school in the separate school system. They are private schools.

**Mr. Lewis:** Well they are—

**Hon. Mr. Davis:** You know like other private schools.

**Mr. J. E. Bullbrook (Sarnia):** You mean they are not vested in the public domain.

**Hon. Mr. Davis:** Just so we all know what we are talking about, you—

**Mr. Lewis:** There are 75 English-speaking Roman Catholic schools with secondary grades. Is that what I am talking about?

**Hon. Mr. Davis:** Yes, all right.

**Mr. Lewis:** So long as I know—

**Hon. Mr. Davis:** I am not trying to interrupt or be critical but—

**Mr. Lewis:** You are a gentleman.

**Hon. Mr. Davis:** —there is a great deal of confusion in the public's mind when we talk about separate high schools.

**Mr. Lewis:** I did not introduce the word private, it seems to me that you did.

**Hon. Mr. Davis:** I did. You were making the analogy between Grades 11 and 12 in the separate schools—

**Mr. Lewis:** Right.

**Hon. Mr. Davis:** —with the public schools. All I am saying is that to most people in Grades 11, 12 and 13 they are private schools.

**Mr. Bullbrook:** Compared to the public schools.

**Mr. Lewis:** The use of the word private tends more to apply to Upper Canada College than it does to Grades 11, 12 and 13.

**Hon. Mr. Davis:** At St. Mike's.

**Mr. Lewis:** That is right. Or Neil McNeil.

**Hon. Mr. Davis:** Or Michael Power.

**Mr. Lewis:** That is speaking for my own parochial riding, Neil McNeil. I think that surely the Catholic leadership has indicated its willingness to be part of the system by requesting the grants. That is evident and I think that is generally understood.

I am making it fairly clear, I hope, that the discrepancies are so great it requires some

kind of response from government. Either you let these people know that there is no future to the viability of the system—because of course many of them face extinction as separate schools—or that they have some hope. I know you are not one to offer hope, Mr. Minister. I know you eschew hope at all costs.

**Hon. Mr. Davis:** I hate to lead people astray.

**Mr. Lewis:** Right. Well, you see, it is your refusal even to permit a smidgeon of hope. Your insistence of the analysis—

**Hon. Mr. Davis:** What would be worse than offering a smidgeon of hope if there should be no hope?

**Mr. Lewis:** Yes, you are quite right, and because of—

**Hon. Mr. Davis:** I am just not going to get involved in it today.

**Mr. Lewis:** Who can deny you that? You are, of course, artful at it. You have taken a position and I accept that you have taken a position. I read it as I do. We in this party simply say to you that it seems to us you have. . . . If I were strong about it I would say *j'accuse*.

I would say that it is inconceivable that a government that tended to move in this field would not have by now given the public some indication of costs, of government philosophy about duplication of services, about sharing of facilities, about co-operative teaching loads and about the merging in of the various schools in the county school board unit. The Minister simply would have indicated, it seems to me, by now, some of those pretty elemental factors.

He would then at least have shown sufficient feeling about the merits of the case so that people could take it seriously. Even if you ultimately came down against it, it would do a great deal for an informed and useful public discussion for you to give the fact sheet on the basis of which the discussion should take place. I do not think it is now a discussion which is laced with any particular animus or distinctly religious involvement. It is a discussion which is largely civilized, very sophisticated, and honourable.

As such, it deserves more from government than this silence of the Sphinx. The inscrutable William Davis refusing other than a minor smile now and again, charitable and extending, refusing to allow himself one

utterance which would commit the government in any direction. That is a style given to Canadian Prime Ministers of the past. It is not given to provincial Tories.

Maybe when your intention is to do nothing, then that is exactly what happens. I do not know. One can only speculate. It seems to me, Mr. Chairman, that it would be hard for the matter to sit with the Minister in terms of all the educational reforms that he has wanted to make, and has made. This one is pretty fundamental.

I know what must be happening in Cabinet. All of us know. We have compassion for the snarling fury of Treasury Board around the finding of money in this area in the extension of aid. But we say to the Minister that he should procrastinate no longer. He can delay no longer. It is time to end the impenetrable gaze. It is time to say something publicly, even if—no more than to lay the context for a discussion.

The Minister would say: "Well, it is easy for the New Democratic Party. After all, you fellows set out the educational tax foundation programme first. Ultimately it was embroidered on. It is easy for the Liberals. They can say with their caucus that they believe one thing. They can reinforce it in other areas, but we are the government. We have the responsibility to make decisions."

It is not easy. You know it is not easy. You know what must have happened in the caucuses of the Opposition parties. You know that there was a great deal of very thoughtful and feeling debate about it before the position papers were arrived at. It was not something which was embraced, by the New Democratic Party at any rate, overnight. It was something that we worried about and thought through. And we worried about and thought through without all the information that you have at your command. And that is what makes your abdication of responsibility so critical. That is what makes the abdication so irresponsible. Because you have all the information. You could use it and it could be an enlightened public debate, and you absolutely refuse to take a position. It is incomprehensible. Unless it is a sordid political thing—and I prefer to think not. I prefer to think that the other factors are more sordid in this instance than the political factors—the economic factors—those aspects of the case. You must simply come to grips with them because time is running out on what could be a very, very useful part of the educational system.

Mr. Chairman: Mr. Martel.

Mr. Martel: I want to deal with a couple of related issues.

Mr. Chairman: I think, Mr. Martel, we are on—

Mr. Martel: No. On tax, on tax.

Mr. Chairman: We are on the separate school issue—

Mr. Martel: Yes, dealing with the separate schools—

Mr. Chairman: Very well.

Hon. Mr. Davis: I thought there were one or two others who wanted to offer an opinion on 11, 12 and 13.

Mr. Chairman: Mr. T. Reid.

Mr. Martel: Very well, I will wait.

Mr. T. Reid: Mr. Chairman, would it be proper, as I did with one other document, to move for the unanimous consent of the committee: that this statement entitled, "Statement—Liberal Caucus Policy—Separate Schools" be taken as read and placed in the *Hansard* record? It is about a 1,500 word statement, but I think our position is well known and I really do not like to take up the time that is needed to read it.

Hon. Mr. Davis: I have read it very closely. I have no objection. I do not know what the other members feel.

(See Appendix A, page S-439.)

Mr. Lewis: We sent out 500,000 copies of our paper.

Interjections by hon. members.

Mr. T. Reid: Mr. Chairman, I would like to quote three or four sentences from the brief to make it quite clear that we are very much aware of the financial implications of what we proposed in our brief, and the need for co-operative action between the two sets of school boards.

One of the statements in our document reads as follows:

Present Roman Catholic secondary schools coming into the public separate school system will transfer capital facilities, subject to any debt, without cost to the system.

Our information is that the assets of the 72 schools involved come to approximately \$70 million. We believe that most of the schools involved would work out with the local separate school board, arrangements whereby they



would go out of existence and their pupils become part of the public school system of this province, under the separate schools branch. So the public school system would be gaining somewhere near \$70 million, minus debt, which is quite small in comparison—\$70 million in assets.

The second short statement in our document, regarding the cost factors, is this:

This concept of equality—

that is between the two branches of the public education system

—is the most valid basis for a fruitful co-operation, which will improve standards in both sectors of the system. We would expect economies to occur through the sharing of facilities between the two sectors, with guidelines applied equally to all boards. Minimum standards must be the same for all.

It continues:

The Hall-Dennis principle of co-operative action as spelled out in "Living and Learning" as opposed to policies of merging, truncation, or pupil-funnelling should apply. This means that structures—

administrative structures—

—must be set up whereby co-operative use of services and facilities could be made an integral part of those systems.

That is the first comment I have, Mr. Chairman. The other comment, dealing directly with the estimates, is the ten-percentage-point gap between the expenditures per pupil enrolled in elementary public and separate schools in the province.

For example, Mr. Chairman, we find in a document entitled "Financing Education, Health and Welfare", which is part of the 21st Tax Conference, 1968 Report, table 17, the following figures: the public school expenditure for 1969, per pupil, is approximately \$494. This compares to the separate school expenditure of \$447 roughly. That is a difference of \$45 or \$46 per pupil.

I am not sure just what official validity this document has but in this table 17 it does not have equality of expenditure per pupil being reached under the foundation plan until 1978. This table states that the expenditure per pupil in the elementary system, public and separate school branch in 1978 would be approximately \$906. Therefore, one of the questions I would like to ask the Minister is does he accept these projections of the 21st Tax Conference, that equality in expenditure per pupil in the separate school branch and the

public school branch, in the public education system will be reached before 1978 as suggested in these tables or will it be reached only in 1978?

**Hon. Mr. Davis:** Mr. Chairman, I cannot comment on the accuracy of those figures or otherwise.

**Mr. T. Reid:** They are from The Ontario Department of Education.

**Hon. Mr. Davis:** Once again you get into or comparing or compiling these figures. If we are going to talk about the separate school system to the end of Grade 8, I would think that with respect to the amount per student—looking back five years, looking ahead now for five years—that we will be really fairly close to equality well before 1978. One other point has to be made, and I say this from time to time to the separate school trustees, that when we are comparing the amount per student between the two systems—

**Mr. T. Reid:** Excuse me, Mr. Chairman, I misled the Minister unintentionally. The projected figures reach equality in 1973. It is \$646.7.

**Hon. Mr. Davis:** That is as may be. This would be our guess. Maybe even before that. Of course, the other point has to be made, and I say it not entirely facetiously. It comes out of the public school expenditure and it is a shade higher than it should be or needs to be.

**Mr. T. Reid:** I accept that. Thank you, Mr. Minister.

The second specific point I would like to deal with again lies directly with the estimates. That is the grants for Grades 9 and 10 in the separate schools.

There is a \$200 gap between expenditures per pupil and the Grades 9 and 10 in separate schools and expenditure per pupil in public schools of the public education system. Unlike the elementary school programme where there is a gap of about 10 per cent, my calculations are that the gap to the detriment of the children in the separate schools Grades 9 and 10 is about a 30 per cent gap.

**Hon. Mr. Davis:** What was the percentage you estimate?

**Mr. T. Reid:** I get a \$200 gap. It works out to approximately a 30 per cent gap, which is based on the elementary—

**Hon. Mr. Davis:** Mr. Chairman, one has to be very careful. We are not saying that the



grants in Grade 9 and 10, for the separate school system, are as high as Grade 9 and 10, in the public school system, but once again, in making these comparisons, you must recognize that the secondary school grants for the public system relate to combined averages, including the technical and vocational costs, which are quite a bit higher than the academic. I think it is fair to state that the vast majority of students in Grade 9 and 10, in the separate school system, are engaged basically in an academic educational experience. I do not say they are equal, Mr. Chairman, but I just say the percentages that you might try to relate will not accurately reflect the problem.

**Mr. T. Reid:** I can get you both ways. I am glad you said it that way. What you are saying is true—that if one is comparing the real costs per pupil in Grades 9 and 10 of the separate schools to the real costs in Grades 9 and 10 of the public schools system, one arrives at a certain factor on the higher cost of vocational education has to be considered. That being the case, Mr. Minister, surely with only 15,000 or 16,000 in the Grades 9 and 10 in the separate school branch, surely you could now, either this fiscal year or the next fiscal year, state that you will have equality of educational opportunity in the separate schools for Grades 9 and 10 by increasing those grants. The total cost would be less than \$3 million.

It is my understanding there are 15,000 children in Grades 9 and 10 in the separate school system. They are not getting the same quality of education, on the average, as the children in Grades 9 and 10 of the public school system. The classes are bigger but the facilities, even for the arts in terms of audio-visual material, are not as good. I think that while the teachers are good—they are in it because they like being in it—they have to accept lower salaries. But the simple fact is that today in this province we have between 15,000 and 16,000 students in Grades 9 and 10 who are not getting the same quality of education as the average child in the public education system. What it will take to get that equality is less than \$3 million. We have been through the OISE grant, we have been through the ETV grant and surely this area is important enough that we could find money other places than in the Minister's budget and allocate less than \$3 million over to these other areas. I wonder if the Minister would comment on that? That is without changing the legal structure of the educational system. I am not asking for a

revision in The School Administration Act or The Separate Schools Act.

**Hon. Mr. Davis:** Mr. Chairman, I am not sure that it is not involved in some legal structure. I am not going to plead legal problems here today at all but I do not think you can just say very lightly that it does not because, shall I say, the legal basis for the separate school system does relate to Grades 9 and 10, which were treated as traditionally elementary school grades or what grammar school or what common school—

**Mr. T. Reid:** You still accept that do you?

**Hon. Mr. Davis:** I am saying that was the basis and one cannot say just out of hand that there is no legal situation. There may not be—if one can do it by regulations—that also is—

**Mr. T. Reid:** My understanding is that that is not a legal barrier. We have had lawyers look at it.

**Hon. Mr. Davis:** You can get many legal opinions on many matters.

**Mr. T. Reid:** This is good legal opinion.

**Hon. Mr. Davis:** I am not going to debate good legal opinion. I will leave that up to the Chairman of this committee who can tell me how good legal opinions are these days. I am not going to argue that.

I just say that if one takes the comparisons and relates it to the total percentage increase in support over the last four or five years, the ability of the system to assimilate and so on, that even in Grades 9 and 10 the percentage increase has been really very significant.

They are not receiving the same amount of money, we know this, as the public school system because of the reasons I mentioned to you. It is very difficult to break down just what the percentage difference would be. It certainly is not the 30, we do not believe it is the 10. It may be somewhere around, perhaps, 15 to 20 per cent.

**Mr. T. Reid:** I would accept 20 per cent. Mr. Chairman, the final point I have on this is a point of information from the NDP education critic.

**Hon. Mr. Davis:** The only other point, too, that I think is relevant in case people want to pursue this in their own studies. . . .

Once again in the secondary schools you will find that the higher the cost comes—I think the boards find this generally, is in grades 11, 12 and 13—because of lower enrolments and usually lower student-teacher ratio. Once again you would have to do a breakdown within the public secondary school programme almost on a grade-by-grade basis as well as the division between the technical, vocational and academic. This is why you may say 20, but I think 15 would perhaps be fairly close.

**Mr. Martel:** Probably.

**Mr. T. Reid:** Mr. Chairman, I was wondering if I could ask the hon. member for Peterborough the following question? Is the NDP statement, entitled “A basis for discussion for the financial crisis in the high schools” simply a report of a committee caucus as noted in the hon. member’s introduction. In the introduction it says:

It does not represent in any sense the final statement of the members of the caucus committee, nor has it been considered by the caucus as a whole.

It says in the last paragraph of Mr. Pitman’s introduction:

It is rather simply an expression of a committee of caucus.

I was wondering if the New Democratic Party education critic could state whether this is a statement of the entire caucus and the leader of the caucus or whether it is simply his own views and the views of the member for Scarborough West and perhaps other members. Is it an official party statement of the caucus?

**Mr. Chairman:** Does the hon. member for Peterborough wish to answer that?

**Mr. Pitman:** I should explain to the hon. member for Scarborough East that in the New Democratic Party we have a very great deal of difficulty in passing any document on policy in one fell swoop because being a democratic party we have to have the . . . It has been accepted by the New Democratic Party caucus at the time that this was made public. This came before the caucus first and then was accepted outside the caucus. It is now outside in the party itself and we are hoping the party itself will be able to make some reaction on it.

**Mr. Lewis:** You should explain that we have to consult our municipal candidates and our youth wing.

Interjection by hon. members.

**Hon. Mr. Davis:** Are you getting a consensus?

**Mr. Pitman:** Mr. Chairman, perhaps in view of the fact of the questions and the quotations that have already been placed in the *Hansard* for this committee, perhaps they might—

**Mr. Chairman:** Under the circumstances, Mr. Pitman, it should be introduced. Do we have the unanimous consent of the committee to enter this? Agreed.

**Mr. Pitman:** Fine, thank you very much Mr. Chairman. May I just read the last paragraph in my—

**Hon. Mr. Davis:** Are you not going to file the whole thing?

**Mr. Pitman:** Yes, but I want to read the last paragraph with particular emphasis. We do not underestimate the seriousness of this decision and the seriousness of the problem. I can assure the Minister that we have wrestled with this problem, we have fought it out, and what we really are asking is that there be a sophisticated discussion across the province. Not only in the hands of few newspaper editors or a few people whose job it is to arouse prejudices. This is no longer viable in Ontario. We are not back in the 1840s.

I might just introduce this personal note. I did most of my post graduate work in history on education in the 1840s, 1850s and 1860s. I find it very illuminating that most of the people who bring forward views against the separate schools are using the same arguments that were used 100 years ago. They are not really arguing whether or not they want extension to separate school Grades 11, 12 and 13 but whether they want separate schools or not. It seems to me that discussion is over. That discussion is simply ended. It is a part of the Constitution that we have to cope with—the separate school system that we have in Ontario today. If I might just read the last paragraph:

The separate school system must be made financially viable, for the total costs of education of the children of the Province must not be allowed to increase as a result of wasteful duplication of facilities or physical resources and the under employment or inefficient utilization of human resources. Justice and financial responsibility must go hand in hand. A joint committee of separate and public school boards can be the vehicle for providing both.



I hope that the Minister might be able to impress upon his colleagues the seriousness of the situation as it exists for many of those who are directing the separate schools across this Province. May I table this document?

**Mr. Chairman:** Yes you may.

(See Appendix B, page S-441.)

**Mr. Chairman:** I have now Mr. Bullbrook next on the list.

**Mr. Bullbrook:** Mr. Chairman, I apologize in this respect that I was not able to hear all the comments made by the hon. member for Scarborough West. I was a victim of what I consider one of the other difficult aspects of government in this Province and that is, the obvious strangulation of our highways' system by public and commercial vehicles. I suppose some other time we will get into this. But it should be a matter of very great concern to every member of the Legislature.

**Hon. Mr. Davis:** Where did you have the trouble?

**Mr. Bullbrook:** Between Sarnia and London.

Interjections by hon. members.

**Mr. Bullbrook:** I wanted to make one other comment that is somewhat a digression and that is as far as legal opinion and good legal opinion goes, I have always been taught, Mr. Chairman, that good legal opinion is always commensurate with the side of the argument that one is on.

**Hon. Mr. Davis:** It is also a function of what you pay for, I understand.

**Mr. Bullbrook:** I want to preface my remarks by stating that I associate myself with the remarks of the member for Scarborough West—that I believe that the Minister of this department is motivated not by any political evaluation of this problem but because of its economic impact. I truly believe this and to set some—

**Hon. Mr. Davis:** Mr. Chairman, just so the record will show it, because I do not really think the member for Sarnia believes this. In case he does I will try and disabuse him of it and tell him that my contribution in this area of discussion as far as the government is concerned has not, is not, and will not, be related solely to the economic situation. I have tried to make this point abundantly clear. I would like to think that all of us recognize that economics are a factor but not the sole factor.

**Mr. Bullbrook:** Let me say I did not mean to convey that it was the sole factor. But I also attempted to convey, and I perhaps disabused myself of some prejudice in this respect, that political motivation was not your prime consideration. I would think the prime consideration of some of your Cabinet colleagues in coming to the conclusion or, for that matter, let me go further in saying some of your colleagues in the Conservative party—this is the tone set by the hon. member for Scarborough West—and, as I say, I associate myself with that.

I am not for one moment saying the economic consideration is the total consideration. One would be less than honest if one believed that in recognizing the mental wrestle and to some effect the conscientious wrestling that has gone about in both the Liberal caucus and the New Democratic Party caucus, one would have to come to the conclusion that the economic aspect cannot be the sole concern.

What I wanted to address myself to was a twofold thing. First of all the hon. Minister had mentioned that he wanted to make sure that through the press perhaps the public is well informed in this connection. He dwelt on the word private school in replying to the hon. member for Scarborough West. It goes without saying that I think we would all feel that it is absolutely essential before any school seeks out further grants that they are no longer private schools. That they be—

**Hon. Mr. Davis:** I think we would all agree on that. That was not my point, Mr. Chairman, the member for Scarborough West was comparing children and their academic level of achievement, and quality of programme using the term separate school with the public school. The only point I was making is that one would have to do it on the basis of grades in a private school with the public school whether it is public or separate or not.

**Mr. Bullbrook:** Speaking in the past, there is some validity in what you say, in talking about the future and projecting ourselves into what has been equality across the city for educational opportunities in the future. Then it goes without saying there will not be such a word as private schools related to this particular equation that we must—

**Hon. Mr. Davis:** I do not think that is right either.

**Mr. Bullbrook:** There might be a private school—



**Hon. Mr. Davis:** But there are some people who have indicated the need and some of the schools we have been talking about—I forget the total number now, but there is a possibility that some of them may wish to remain as private schools *per se*.

**Mr. Bullbrook:** I realize that but in fairness, Mr. Chairman, I would never expect another one. As I am saying that in the equation we have got, there will not be a private school.

Upper Canada College might stay as a private school, St. Jerome's College might stay as a private school, we do not know that. But surely it must be fundamental in the attachment of both the New Democratic Party and the Liberal Party—and one would think the government party—that it would be absolutely essential that they not be private schools. If they are going to equalize their opportunity with those schools that are vested in the public domain. I think we all agree in that respect.

**Hon. Mr. Davis:** Right.

**Mr. Bullbrook:** It is inherent in the right of every citizen in the separate school within curriculum confinement to go to any school they want to for that matter. But I want to make it amply clear that in the future there are not going to be private schools *per se*. I think this is important because a great deal of the public thinks that the attitude of the Liberal Party is to subsidize, in effect, vested interests. It certainly is not. If they are vested, they will be vested within the public domain and controlled by the public, as well they should be.

I wanted to voice here, again, somewhat of a reiteration, I suppose—but the member for Scarborough West talked about the soul-searching within his party. It goes without saying that there was a great deal of soul-searching in the Liberal caucus before they came to this conclusion. Some of the editorials that I have read, Mr. Chairman, are the height, sir, of unfairness in this connection. Certainly one cannot again disabuse themselves of the political consequences of taking a stand. It is no great anathema to me that there are political consequences. That is why we are here. If we are not political beings, who in heaven's name are political beings.

We must make decisions no matter what the political collateral consequences are to those decisions. The thing that disturbs me more than anything else is this: there has been initiative now on the part of the Opposition parties. I certainly most sincerely

invite a reciprocal initiative on the part of the Minister, his Cabinet colleagues and those colleagues of his within the government party because I have wrestled with this problem, as has everyone of my colleagues.

I know that I can state here that the last paragraph of the position paper taken by our caucus is a panacea to me and to some of my colleagues because I found it extremely difficult, Mr. Chairman, to rationalize the position of the separate schools, if you follow the principle of the grant following the child. I found it very difficult to accept that the historical and constitutional argument validated the exclusion of some of the viable school systems that are available at the present time.

I know that we have put into the record, sir, but if you will indulge me for just a few lines:

The proposed select committee will examine fair and equitable means to provide assistance to other schools placed under public control which are not now part of the two basic systems, so that, subject to reasonable criteria such as period of time in operation without public assistance, and the extent of their support in the community, equitable treatment may be worked out for them.

I say this—one does not want to interject—I agree entirely that this now is a sophisticated problem—very sophisticated, with many external and internal details, arguments and counter-balancing arguments available to both sides—and one does not want intrude, therefore, the religious consequence into it. But I see that if we do not resolve this problem before all of us go to the public of Ontario in the next general election, it can have a most retrogressive effect on politics in the province of Ontario.

Let us have our dialogue now. Let us have it now. Let us come to a conclusion now. You are the government of Ontario, and you have won the confidence of the people. I suggest now is the time, before we go to the public again, to make a conclusion in this respect, to set forth your opinions as to the validity of the proposition put forward by the Liberal Party and the New Democratic Party. The one thing we do not want to—and if I sound somewhat incensed—that is not the word I am looking for—but concerned and deeply concerned, Mr. Chairman, it will be that we do go to the electorate with this difficulty overhanging us all. Let us not go back to the 1920s, Mr. Chairman, and Mr. Minister, or the 1930s. We have

had this tremendous and worthwhile and inviting ecumenical atmosphere pervading not only the church, but almost every sphere of life. Let us not let this issue, as significant as it is and sometimes as distasteful as it is, in one way denigrate from that atmosphere.

I say this to you as one member of this Legislature, I feel that a unitary system of education is to the greatest advantage of the people of Ontario. But the fact of the matter is that the Constitution of this country provides otherwise. It is all well and good for the editorial writers of our papers to talk about the advantage of the unitary system when the fact of the matter is, constitutionally, there are two of them. There are two of them—and this is the difficult proposition. Until the provinces of this country and the federal government come to a conclusion otherwise, we must live with the two systems.

So it boils down to the essential evaluation: are our children, no matter what their parents' religious persuasion, to be treated equally or are they not? It is the conclusion of our party, and certainly I espouse the conclusion that they are to be treated equally. I would hope that there is a viable system serving a large enough segment of the community, which itself is vested in the public domain. I do not care whether it is Roman Catholic or not, it too. Those children should be afforded that same equality of opportunity.

I am going to get personal, Mr. Chairman, through you to the Minister, my friend of long standing, my school mate, that you show the initiative, notwithstanding the economic restrictions and the collateral restrictions put upon you, that you show the initiative to your party and to the Cabinet to resolve this problem as quickly as possible.

We suggest the vehicle of a select committee, I have come to this conclusion, frankly, that a select committee, studying all aspects of education, frankly, might well serve the people of the province of Ontario because our digestion of these very estimates has shown what a need there is for a discussion of not only the philosophy of education, but the expenditures made in various fields and the priorities established by the Minister and his department. We have not been able to do this adequately. So, aside from the separate school issue, let that be one of the terms of reference. We might well invite the government of Ontario to establish a purely tri-partisan select committee to look into this question and other questions that have concerned us.

**Mr. Martel:** Mr. Chairman, I will not comment on the Grades 11, 12 and 13 largely because I was one of those who worked on the position paper that was advanced by the New Democratic Party, and consequently my feelings on the subject, I think, are well known.

**Hon. Mr. Davis:** You did not help prepare the brief of last May or June?

**Mr. Martel:** No, although I might say, Mr. Minister, this last evening there was a host of people from the Catholic community who are extremely happy with the New Democratic Party position paper on the sharing and so on; if this will be of any assistance to the Minister.

But there are several factors—and the Minister suggested, I believe, on the first day, that I could work this in somewhere. I am going to try to work it in now. First of all, just for a point of information. Is there a greater differential this year on the grants to the separate schools than to the public schools because of the percentage that was used? In other words, is there a greater spread this year between the two systems?

**Hon. Mr. Davis:** Mr. Chairman, we would only be guessing at it at this point. We are hopeful there is not. As the hon. member perhaps is aware, Mr. Chairman, the new regulations do not solve all the problems in all communities. We have moved away from the corporation tax adjustment grant, using the broader principles, and we just would not have sufficient feedback for some weeks yet to determine what percentage differential there may be in 1969 yet.

**Mr. Martel:** I have been led to understand there is going to be 1½ per cent, roughly, or maybe two per cent greater spread this year than last. I do not know how true this will be, but I would certainly be interested in knowing.

**Hon. Mr. Davis:** I think this is very premature, and as I say, it may vary from one community to another, too.

**Mr. Martel:** I want to deal with two points concerned with the separate school system, and I moved a bill last year, Mr. Minister, which would allow non-Catholic husbands married to Catholic women, to pay their taxes directly to the separate school. I am not asking for a wholesale changeover of tax by the non-Catholic community to the separate school. In fact, this is not desired at all. What I am saying is that if a woman is



married to a non-Catholic I do not see why he has to sign his house over to his wife in order that he can send his children to the separate school. I think it is one of the inequities that exists in Ontario.

I wrote the Minister a note some time ago to determine whether or not this inequity would be removed. Is it the government's intention, Mr. Minister, that a man does not have to lie about his religion? I have men, in some cases, who have said, "Yes, I am Catholic." It is very distasteful for them. They have their own religious background. I do not think they should have to say that they are Catholic in order to send their children to a separate school if they are married to Catholic women. I do not think they should have to turn their house over for the cost of a dollar. Does the government intend to move on this?

**Hon. Mr. Davis:** Mr. Chairman, I think the hon. member asked me about this in the House not too many days ago, and I indicated then that this was a matter for government policy determination and that there would be an opportunity, with some amendments to The Separate Schools Act which will be coming before the Legislature, to consider this.

**Mr. Martel:** Hopefully, I do not think it is going to mean that many people. But it is going to break down a lot of the problems. As a school principal I saw this happen quite regularly. It makes for a lot of unpleasantness in the home. Hopefully, as I say, it is just a small inequity. It is not going to affect that many people. It is permissive. It would clear the air.

The other matter is Bill 168, which we passed last year. There is a general feeling in the Catholic community that although the public separate schools can purchase from the public school system special services, however, section 12a in Bill 168 indicates pretty strongly that a public school board cannot purchase special services from a public separate school board. Is this right?

**Hon. Mr. Davis:** Yes. The point that is being raised by the hon. member is that the separate school can purchase services from the public school system but there is not at this moment a reciprocal arrangement. This matter has been discussed with the representatives from the separate school trustee association, and is presently being studied by the department. There are some complicating factors from the legal point of view. They are not necessarily serious, but it is

one that on the surface we are very interested in.

**Mr. Martel:** The reason I would like to see some of these things cleared up is because if we are going to move into supporting Grades 11, 12 and 13, and there has to be a sharing of facilities, I think it is necessary to clear up some of the inequities, which are very minor really.

**Hon. Mr. Davis:** I would like to think that the last point the hon. member has raised with respect to the question of service has application apart from Grades 11, 12 and 13.

**Mr. Martel:** All right—right through the entire system. I think in Sudbury, for example, where there is a much larger separate school system than a public school system, we might be able to offer a hearing course for a deaf child. Maybe the public school is not big enough—maybe they only have four or five children. It would be unfortunate to set up two and not be able to finance one good one whether it be in the separate or the public school. It is immaterial to me. Whichever is the larger one could offer it and it would be common sense to remove this very serious problem.

Lastly, and this note was handed to me to ask the Minister: In the communities in northern Ontario, some of the courses being offered in the community colleges at night, apparently, have to have ten students. This is sometimes a bit difficult. You can get seven or eight. I am talking about Kirkland Lake in particular. Could this not be minimized?

In a large city you can get ten quite readily, but not in Kirkland Lake. This note comes from some of the teachers at the Community College there. They would like to have seven or eight, or maybe even six, because it is not always difficult to get the courses that are desired by some people in the north, and a minimum of ten sometimes puts a barrier on this.

**Hon. Mr. Davis:** Yes. This is a bit of an economic problem. It does not really come under these grants, but I will take a look at it.

**Mr. Martel:** Thank you very much.

**Mr. Chairman:** Is there anything else, Mr. Martel?

**Mr. Martel:** No.

**Mr. Chairman:** Are there any others who would care to speak on this subject?



**Mr. Pitman:** On this item you mean?

**Mr. Chairman:** Yes, on this item, Mr. Pitman. On financial assistance.

**Mr. Pitman:** Yes, I would like to bring up a matter not related to separate schools, if we could leave that.

**Mr. Chairman:** I came in here rather late, but I believe we are dealing with financial assistance to school authorities, which is broad enough to cover all—

**Mr. Pitman:** Then there are one or two areas that I would like to speak on. This may seem rather peripheral to members of the committee, but I assure you it is having its effect upon the whole educational system. It is the whole question of bussing of students. Last week, I spoke to the Minister of Transport in regard to the number of collisions involving school buses over the past four years. The numbers he gave me were: in 1965-1966 there were 287 collisions and in 1968-1969, three years later, it has gone to 558 collisions. That, to me, is a really shattering increase.

**An hon. member:** No pun intended?

**Mr. Pitman:** No pun intended. It is a shattering increase, whichever way you wish to hack it. The number of children injured between 1965 and 1968 was up from 47 students to 144 students. That is almost triple the number of students injured. I want to be fair about this. I am very pleased to say that the number of students has remained fairly level. It was five in 1965-1966; ten in 1966-1967; down to three in 1967-1968 and back up to five in 1968-1969. I do not know what it is in 1969-1970, but I suspect that the numbers are going up.

The Minister is going to say, and I agree with him, if you took it down to the number of accidents per mile—

**Hon. Mr. Davis:** And children.

**Mr. Pitman:** —and the number of children being bussed, that this is not such a staggering total as it appears.

**Hon. Mr. Davis:** But I agree with you. It is still a serious problem. If you look at it

statistically, with the increase in miles and students, the picture is—

**Mr. Pitman:** Well, from 47 to 144 injuries, really is—

**Hon. Mr. Davis:** It is still too many.

**Mr. Pitman:** Yes, it is too many. What I am trying to get at is this and I want to make one or two suggestions here. I think the main problem is that this whole business of bussing of students is spread over three departments. It is spread over The Department of Transport, which looks after the drivers and the buses; the Ontario Provincial Police, who are trying to carry out the rules and regulations made by The Department of Transport, and, of course, essentially, it is in the area of The Department of Education in that—

**Hon. Mr. Davis:** In that we pay grants.

**Mr. Pitman:** You pay grants, and it is an educational problem. I am going to suggest today that this be brought under The Department of Education. We have had some serious accidents in my area. We have had five accidents, and any accident involving a school bus is serious. Here is just a comment. In the separate school system in our area, and this is a comment made by a trustee: "Parents are terrified of the school bus situation." I have already brought to the attention of the Attorney General the fact that in my area, the parents—certainly in one area—are demanding that we have some kind of a look at what happened in the major school accident which happened there. There is a real fear that—

**Mr. Chairman:** I was going to ask the hon. member, if he has many more minutes of discussion, then perhaps we should adjourn. It looks as if we should adjourn. There may be others who will wish to participate in this part of the debate as well.

I will therefore move that the meeting be adjourned, it now being 6.00 o'clock, p.m. We will reconvene tomorrow at 3.30 p.m.

Motion agreed to.

The committee adjourned at 6.00 o'clock, p.m.

## APPENDIX "A"

### STATEMENT LIBERAL CAUCUS POLICY — SEPARATE SCHOOLS

The members of the present Ontario Liberal caucus were elected on the strength of a party platform which stood for equality of educational opportunity for all children in Ontario. The fulfillment of that commitment has been the goal of caucus members ever since. Many of its fiscal ramifications—for example, greater support to municipalities to offset local property taxation for education—have won the belated recognition of the Conservative government, not out of philosophical conviction so much as from political necessity.

The Ontario Liberal caucus, as part of a lengthy and serious consideration of the separate school question in its entirety, first commissioned a factual and statistical summary of the situation which was completed in November, 1967. The summary has since been continuously updated. When this information had been thoroughly studied, the leader of the Opposition (Mr. Robert F. Nixon) and members of caucus held separate meetings with all interested groups.

On June 12, 1968, the Hall-Dennis report on Education, *Living and Learning*, was tabled in the Legislature. That report clearly spelled out the need for a continuous learning experience from kindergarten to Grade 12 (13) and for unbroken individual advancement through the provincial system. A new dimension was then added to the separate school situation. It became clear to the caucus that if "equality of educational opportunity for all pupils" meant anything at all, then the continuous progress concepts of the Hall-Dennis report were at least as important as the fiscal reforms on which caucus attention had hitherto been concentrated.

On May 26, 1969, the Ontario Separate School Trustees' Association's brief, *Equal Opportunity for Continuous Education in the Separate Schools of Ontario* was presented to the provincial government and to each member of the Legislature. At this time the trustees met the full caucus and were questioned at length about the situation in general and the content of the brief in particular. The publication of the brief, and the ensuing dialogue, had the effect of focussing the attention of caucus on the merits of the specific proposals which the brief made. Subsequently, caucus also met with representatives of other concerned groups who expressed their views in regard to the brief.

The traditional restrictive interpretation of The BNA Act by the government of Ontario,

which provides—limited—grants for Grades 9 and 10 only, is incompatible with the tenets of the Hall-Dennis report. This has been a centre of concern of caucus for many months. A decision has now been reached in regard to caucus policy on separate school support within the public education system of Ontario.

The Ontario Liberal caucus supports the principle of the extension of the present kindergarten to Grade 10 separate schools to include a complete programme from kindergarten to the end of secondary education. These funds would be administered by the present publicly elected separate school boards.

More than 400,000 Ontario children—a third of the elementary enrolment—are today receiving their education in separate schools.

Catholic children do not presently share as abundantly as others in current educational progress because jurisdiction is limited to a truncated K-10 programme, which leads to unavoidable retention of grading and transfer problems which cannot but harm the child. Furthermore, Grades 9 and 10 of the separate school sector are presently classified as elementary grades for grant purposes.

The caucus has considered the above situation and has arrived at the following conclusions:

The caucus is concerned here only with equal opportunity in the two sectors of the publicly-supported educational system of the province and not with the distinctive philosophy of either.

In regard to educational institutions outside the publicly-supported system, no pressure should be applied to schools wishing to remain independent to come into the public system. However, Catholic schools wishing to retain private status must not expect public financial support. Present Roman Catholic secondary schools coming into the public separate school system will transfer capital facilities, subject to any debt, without cost to the system.

Henceforth, progress in the separate school sector must go hand-in-hand with progress in the total educational system of Ontario. Unless and until The BNA Act is changed, the province of Ontario is committed to a two-sector system, as spelled out in that Act as a condition of union.

The concern with equity evident in the report of the Ontario Committee on Taxation (Vol. 11, page 397):

Our basic criterion has been that of equity, which in terms of school finance means that all schools in the publicly-supported Ontario system should be subject to similar fiscal treatment, whether the source of revenue is a provincial grant or a local tax—

can only be realized if the separate schools of Ontario are supported through K-12 (13).

Separate school authorities must be able to look upon the progress of the child as a unity and plan an integrated flow of co-ordinated services to support that progress. The aims and objectives of education must embrace the school system as a whole.

Separate County School Board organization (S.O. 1968 Chap. 125) makes no sense unless accompanied by the fiscal responsibility to make meaningful the reorganization the Act promotes. Such boards must also have sufficient authority to create local, integral school services and must stand on the same footing as the public county boards in their relationship with The Ontario Department of Education.

This concept of equality is the most valid basis for a fruitful co-operation which will improve standards in both sectors of the system. We would expect economies to occur through the sharing of facilities between the two sectors, with guidelines applying equally to all boards. Minimum standards must be the same for all.

The Hall-Dennis principle of "co-operative action" as spelled out in *Living and Learning* (pages 151-153), as opposed to policies of merging, truncation or pupil funnelling should apply. This means that structures must be set up whereby co-operative use of services and facilities could be made an integral part of both systems.

"Identical access by public and separate school boards to local tax sources can be said to obtain where the tax base of each board has been determined through the choice of the taxpayers concerned." (Ontario Committee Taxation Report, Vol 11, p. 398, No. 57). We propose that enumeration of local taxpayers will include the recording of such an option, and that the resultant selective rolls will serve for the equitable direction of local tax revenues for education. Any remaining inequalities in either sector will be removed by payments from provincial revenues based on an equalization formula.

The Liberal caucus supports the principle that full public financial support be granted to the Catholic sector of the public school system from K to 12 (13) and recommends that a select committee of the Legislature be set up immediately to work out the administrative and financial implementation and timetable of their sharing fully in the development of equal opportunity in education and that the select committee report no later than October 15, 1970.

The Liberal caucus further recommends the immediate implementation of full provincial secondary school operating grants for Grades 9 and 10 to the Catholic sector of the public school system.

Liberal policy presently remains unchanged as it applies to the right of students attending any school in Ontario to receive textbook grants and aid for transportation. The proposed select committee will examine fair and equitable means to provide assistance to other schools placed under public control which are not now part of the two basic systems, so that, subject to reasonable criteria such as period of time in operation without public assistance, and the extent of their support in the community, equitable treatment may be worked out for them.



## APPENDIX "B"

NDP — a basis for discussion

## THE FINANCIAL CRISIS IN THE CATHOLIC HIGH SCHOOLS

## HOW IT BEGAN

As a result of the 1968 Convention of the New Democratic Party of Ontario, there has been considerable discussion within our ranks about the extension of public financial support to Grades XI, XII and XIII in the Roman Catholic high schools of Ontario.

It was the opinion of the caucus of the party that the elected members could make a contribution to the debate. A committee was formed to study the historical, legal, constitutional, financial, educational and philosophical implications of the problem. During June and July, papers were prepared and meetings were held. Many hours of discussion eventually helped to clarify the complex nature of the problem.

The analysis which follows is a summary of the reports prepared by the committee. It does not represent in any sense a final statement of the members of the caucus committee nor has it been considered by the caucus as a whole, but it is published now to help party members and the general public to become familiar with all facets of the problem and to facilitate dialogue with other groups involved.

It is not the purpose of this report to present an "objective" view of the problem. It is rather simply an expression of a committee of caucus in furthering an understanding of the problem. The debate will continue to sharpen the thinking of New Democrats over the next few months. It is hoped that this rough, incomplete and essentially fragmentary analysis will be helpful.

Walter Pitman  
M.P.P. for Peterborough  
Chairman of Caucus

CONSTITUTIONAL, LEGISLATIVE  
AND LEGAL BACKGROUND

The right of the Roman Catholic Church to carry out its special and unique role in Canada is established in the earliest documents after the British conquest. At a time when Roman Catholics suffered considerable disabilities in the exercise of their religion in England, in British North America a more liberal approach can be found granting "the free exercise of the Roman religion" in the articles of capitulation of both Quebec and Montreal.

The reason is obvious. Only this response (the most permissive approach) was appro-

priate to ensure the allegiance of the clergy to the British Crown—an allegiance made increasingly necessary by the unrest in the 13 colonies to the south. These rights were formally incorporated in the Treaty of Paris (February 10, 1763) and in The Quebec Act of 1774.

It should be noted that Quebec included much of present southern Ontario. These rights granted to Roman Catholics in Quebec continued enshrined in The Constitutional Act of 1791 which created Upper Canada for the more appropriate governing of the U.E. Loyalists and other English-speaking settlers who had occupied lands west of the Ottawa River.

During these early years, the educational development in Upper Canada (Ontario) was quite embryonic. In 1797, the Legislative Council of Upper Canada applied for the appropriation of waste lands for the establishment of "respectable grammar schools" together with "a college or university" in each of the eight districts.

The grammar school was, of course, for the purpose of educating the children of the rich. It was a few years before universal opportunity for education was to be a reality, even at the elementary school level. In 1816, the first Common School Act was passed.

## Denominational Schools

The efforts of Bishop John Strachan to create a system of national (i.e. Anglican state supported) schools, failed. Throughout these years, the struggle of John Strachan and other colonists referred to in history books as the Family Compact, to take over the responsibility for educating the youth of the colony, is well known. During these years, Roman Catholic children were given the same means of availing themselves of the education provided by the province with those of any other denomination.

To a request for special assistance to support Roman Catholic teachers, the Governor of the day, Sir Peregrine Maitland, replied "as there is no interference with the principles of their religion at the public schools, His Lordship does not deem it necessary to authorize any special provision for schoolmasters of the Roman Catholic religion. There would be however, no objection to

the application of one quarter of the present appropriation for priests to the support of schoolmasters for whose character and conduct your Lordship would be responsible."

Up to the reunion of Upper and Lower Canada in 1841 (Act of Union) there was no legal provision in Upper Canada for segregation of Protestants and Roman Catholics in elementary schools (either common or grammar)—in spite of the type of arrangement quoted above. In the United Province of Canada the question of educational development became paramount. The contrasting nature of the two sections of the United Province demanded a different approach in several areas of government responsibility. Certainly education was one of these areas.

However, in 1841, an Act was passed providing for the establishment of common schools throughout the province. It included a section allowing "any number of inhabitants of a different faith from the majority in such township or parish might choose their own trustees and might establish and maintain one or more common schools under the same conditions and receiving the same government support as other common schools."

## Two Basic Characteristics

Obviously this was an age where two basic characteristics of the school system can be seen. It was to be closely related to the wishes of the parents and the matter of religious faith was a paramount consideration and had to be recognized as such. It becomes increasingly difficult in a secular age and one in which bureaucratic control of education is accepted, to understand these pre-occupations of the 19th century.

A further Act in 1843 exempted children from studying, "from any religious books, or to join in any exercise of devotion or religion, which shall be objected to by his or her parents or guardians" and "allowed parents, either Roman Catholic or Protestant to have a school of their own religious persuasion where the teacher was of the opposite."

The school would receive its share of the public appropriation according to its school population. This provision for separation remained in The Common School Act of 1850, and as of that date there were "but 51 separate schools in all of Upper Canada, nearly as many of them being Protestant as Roman Catholic."

The 1853 Supplementary School Act "exempted all supporters of separate schools from taxation for public school purposes if they contributed in rates or subscriptions an amount equal to the tax to which they would have been liable on their assessment for public school purposes had the separate school not existed," and "each separate school shared in the legislative common school grant in proportion to the average attendance of pupils in relation to the whole average attendance for the municipality."

The final Act, the Scott Act of 1863 assured that the existing rights of Roman Catholic citizens would be protected and extended these rights in rural areas.

## The B.N.A. Act

During the years 1864-67, the British North American colonies were forging a more effective union. Once again, the relationship of French Canada and the Roman Catholic religion, and the fact that French-Canada's support of the union was critical, played an important part in determining the nature of that union. The intimate connection of education and religion made necessary a special section (Section 93) in The B.N.A. Act assuring the French-Canadian in particular and all others as a result of this necessity, provincial control over education and a guarantee of existing rights.

Section 93 of The B.N.A. Act states:

"In and for each Province the Legislature may exclusively make laws in relation to education, subject and according to the following provisions:

1. Nothing in any such law shall prejudicially affect any right or privilege with respect to denominational schools which any class of persons have by law in the Province at the union.
3. Where in any Province a system of separate or dissentient schools exists by law at the Union or is thereafter established by the Legislature of the Province, an appeal shall lie to the Governor-General-in-Council from any act or decision of any provincial authority affecting any right or privilege of the Protestant or Roman Catholic minority of the Queen's subjects in relation to education.

It is the contention of the Roman Catholic community that The B.N.A. Act protected their rights of administering the education of their children subject to limitations designed



to assure proper standards of achievement and that the public support of separate schools was an integral aspect of these rights.

Further, some common schools or separate common schools, at the time of Confederation prepared young people for the university and could thus be said to have comprehended the total spectrum of pre-university studies. When secondary schools were established and full support was accorded only to separate elementary schools this interpretation of The B.N.A. Act was violated.

### Tiny Township Case

However, Sections 93 of The B.N.A. Act received its most comprehensive examination in the case "Roman Catholic Separate School Trustees for Tiny Township vs. the King, 1927". This case was appealed from the Supreme Court of Ontario to the Supreme Court of Canada and finally to the Judicial Committee of the Privy Council. Because the issues dealt with are so basic some examination of this judgment is essential.

In this test case, the Tiny Township Roman Catholic supporters presented a petition of right stating "That the Acts of the Legislature, which had sought to alter the basis of distribution of legislative grants which existed at the date of Confederation were *ultra vires* so far as concerned separate schools" and that the appellants "had the right to establish and conduct in their own schools courses of study and grades of education such as were being conducted in continuation schools, collegiate institutes and high schools and that all regulations purporting to affect that right were invalid" and "asked for a further declaration that the supporters of Roman Catholic separate schools were exempt from the rates imposed for the support of the former kind of schools, unless established or conducted by boards of trustees of Roman Catholic separate schools."

### "Administrative Fairness"

The Judicial Committee of Privy Council recognized the full extent of protection given to the rights of the minority in relation to education allowing that minority an appeal even beyond the courts to the Governor-General-in-Council. In fact, the Fathers of Confederation were attempting to provide a means whereby the minority could appeal not only on the basis of legal right or privilege, but as well on the basis of "administrative fairness".

The Judicial Committee asked itself, "Did the trustees of the separate Roman Catholic schools secure at Confederation a right to maintain free from control or regulation by the Legislature of Ontario, as respects the scope of instruction, denominational schools which would embrace the subjects formerly taught in the separate schools on their higher sides, and afterwards taught in the undenominational high schools, collegiate institutes and continuation schools, as developed after Confederation, or analogous subjects taught in the Roman Catholic separate schools before Confederation, and to exemption from taxation for the support of such undenominational education organizations? And did the trustees secure a title to receive a share of every grant by the Legislature for common school purpose, construed as extending to the maintenance of education of the type given in post-Confederation secondary schools, as well as those that were merely elementary . . ."

The committee concluded that "if these questions are answered in the affirmative then it was *ultra vires* of Ontario to take away the right of either to regulate the schools in a manner inconsistent with this freedom, or to diminish the grants or to tax for the support of the undenominational schools, by legislation, or administratively, so far as control was concerned, by State regulation".

Citing the Acts respecting common schools and separate schools, the committee decided that the separate schools did not share in the moneys "appropriated by law" for the support of common schools but rather shared in the moneys "granted by the Legislature for the support of common schools not otherwise appropriated by law."

The committee concurred with the opinion of the courts of Ontario that the power of regulation in relation to grading was kept in the hands of the "state authorities" and that they could "from time to time alter and define the work in the common (including the separate) schools". Thus, it was contended, the Act of 1871 which divided the schools into "public" and "high" was such an administrative change. The committee stated its belief although "it may be that the new law will hamper the freedom of the Roman Catholics in their denominational schools.

"They may conceivably be or have been subjected to injustice of a kind they can submit to the Governor-General in Council, and through him to the Parliament of Canada. But they are still left with separate schools, which are nonetheless actual because the liberty of giving secondary or higher edu-



cation in them may be abridged by regulation. Such an abridgement may be in the usual course when a national system of education has attained a certain stage in its development . . .”

It is apparent that the Roman Catholic authorities cannot claim support for grades 11, 12 and 13 on the basis of the latest appeal to the courts for an interpretation of The B.N.A. Act.

There is, however, no reason why the government of Ontario cannot use its legislative powers to extend assistance if it so wishes. The B.N.A. Act in no way restricts the province from taking action which will be beneficial to the separate school system.

### The Right Is Undeniable

A review of legislative records, constitutional documents and legal precedents reveals an important, though obvious point. The right of the Roman Catholic community to teach their children in schools in which the doctrines of the church have precedence is an undeniable right found within the constitution of the country (limited only as stated in the Tiny Township case).

This is an obvious point but one which must be made in view of the fact that many of the arguments seeking to prevent further financing of separate schools argue against separate schools *per se*. Unless the proponents of these arguments seek to have amendments to The B.N.A. Act destroying these rights, then separate schools are an established fact.

It may be that there are those who see an opportunity of undermining the total fabric of separate schools by denying further aid to secondary levels and by so doing, destroying the viability of the entire system. It is quite obvious, as well, that full support to the end of grade 8, and limited support to the end of grade 10 is now an accepted precedent and practice and a permanent aspect of our system even though the grading system creates severe complications.

To suggest that by means of attrition, the financial capabilities of the separate school system can eventually be destroyed is not an acceptable proposition. The “staying power” of the separate school system in spite of financial exigency has been amply demonstrated. As well, such a struggle would set back the many bonds of co-operation and sharing already established between religious groups in Ontario. It would increase the very divisiveness which is a major argument against

separate schools by those who wish to see a single unified school system.

It is apparent that the constitution as it has been interpreted does not guarantee support to the end of grade 13. It is also true that the Legislature of Ontario can remedy this disadvantage and has the power to pass remedial legislation allowing for further support.

### PHILOSOPHIC CONSIDERATIONS

It is imperative that any policy decision fall squarely within the philosophic ideals of social democracy. These concepts are constantly changing. At a time when localism meant inefficiency, pork-barrel politics, severe injustice, the social democrat has clamoured for the intrusion of central authority.

When education was being strangled for funds, when teacher education was floundering in the doldrums, when educational research, innovation and experimentation was non-existent in the province, social democracy demanded the total thrust which only provincial policies (and in some cases, national policies) could supply.

The problems in the present and future are very different. The greatest threat to an effective educational system today is that of a monolithic bureaucracy—both at the provincial level and within the larger units of educational jurisdiction. The greatest fears are those of parent and student alienation from the principles and practices of the school system.

The challenge of today is that of providing effective means of dispersing power in such a way than an efficient educational system is present and yet involvement and participation of classroom teachers, parents and students becomes possible.

It is only within this atmosphere of greater freedom, increasing flexibility that the ideal of equality of opportunity becomes meaningful.

Social democrats are realists. They recognize the facts of the constitutional background and legal rights. Only an amendment of The British North America Act would end the existence of Roman Catholic separate schools in the province of Ontario. This is an unlikely event to say the least. The social democrat finds the alternative path towards a war of attrition by which the Roman Catholic separate schools are squeezed financially, one which strikes at the roots of proper justice.

The sufferers are those who are the most vulnerable—the Roman Catholic school children who will receive less educational opportunity and thus less possibility of individual development than students in public schools.

At the same time the social democrats see in the latter solution the introduction of a period of factious ill-will—rather than of generosity, harmony and goodwill which should be the goal of governing.

### Freedom of Choice

At the same time, the social democrat sees little advantage in taking the principle of dispersal of power to the point of provincial financial bankruptcy. The balance between the ideal and the necessary reality demands that no duplication of facilities or human resources should proliferate across the province.

Any policy which allows for dispersal of power both in terms of local autonomy and in terms of a second public separate school system must comply with the exigencies of financial reality. It will be no justice to anyone for the entire educational system to be made less effective in order that the ideals of pluralism and larger involvement are met.

The thesis that there is no choice in the modern technological world but the acceptance of monstrous, monolithic bureaucratically oppressed systems of administration is one with which no social democrat can be happy. If the social democrat believes that economic growth by technological advance should be related to human need and development, the same considerations should apply within the educational world.

### Widening of Opportunity

Although there will be many who do not believe that the religious dimension is a necessary complement to the education of the full man, the fact that a large segment of our society so believes and have sacrificed for this belief, should be taken into account in the provision of justice.

The Roman Catholic believes that the common good in the province of Ontario would be served if support were given to the final grades of the secondary school. Educational practice supports this view. Only two serious considerations call into question the efficiency of a fully completed separate school system—financial realities and the divisive effects on children.

If, in the sharing of facilities, and human resources, duplication is avoided and children of both systems play and learn together in a new spirit of co-operation and mutual understanding, these considerations are fully met.

The answer does not lie in the denial of equal opportunity in the name of "secularism"—but in the widening of opportunity in the name of justice.

### FINANCIAL CONSIDERATIONS

The present crisis is essentially a financial one and financial projections of costs are notoriously difficult. The Roman Catholic separate elementary school enrolment has been growing year by year. The number of schools has increased over the past decade. Under the Educational Foundation Plan the gap between expenditure per pupil in the separate and public system has been steadily narrowed for the elementary grades. The problem of financing the growing school population at the secondary level is the main problem.

If any of the 75 Catholic high schools are forced to close due to their financial situation, there will be a net addition to the cost of the public high schools which absorb these pupils. The amount will depend on whether the public schools concerned have vacancies or whether extension of present facilities will be required. Even if facilities exist, each extra student adds something to operating costs.

In a sense, therefore, it can be said that the choice is between whether the cost of the Catholic pupils' education is to be met by *additional* grants to public high schools or *new* grants to Catholic high schools. The same amount of public monies will be spent one way or another.

### Financial Viability

However, if a choice is made in favour of grants to Catholic high schools, there are two provisos which must be added to the above conclusion. First, there must be sufficient Catholic and non-Catholic students to make it feasible to have viable secondary schools of both types, if costs are to be the same. Secondly, it must be possible to provide the students of both schools with the full range of options and recreational facilities which are now considered essential if equality of educational opportunity is to be ensured. In many cases this would have to be done



by a sharing of facilities so as to obviate the duplicating of any facilities not being used to full capacity. Otherwise there would be substantial net additional costs.

Because there are so many variables in the picture, it is extremely difficult to come up with an exact cost estimate of extending grants to Catholic high schools. However, we can arrive at a rough calculation of the amount of money involved if present expenditures per pupil in public secondary schools were provided for the 15,800 Catholic high school pupils now in grades 11 to 13.

#### Some Basic Statistics

There are 75 English-language Catholic schools with secondary grades. (There were 89 in 1966)

- 69 are senior high schools
- 57 have grade 13; 12 end with grade 12
- 6 are junior high schools
- 72 have grades 9 and 10 supported in whole or in part by public funds through Separate School Board.

Of the 75 Catholic high schools

- 35 have more than 400 pupils
- 15 between 200 and 400
- 25 less than 200
- 13 were established prior to Confederation.
- The 75 Catholic high schools are located in 40 urban centres. In only 10 of these centres are there 1,000 or more students now attending Catholic high schools. The figure of 1,000 is considered a minimum for a composite high school able to offer academic, vocational, technical and commercial training.

Of the 32,611 pupils enrolled in English Catholic high schools (October, 1968)

- 90 per cent are in 5-year Arts and Science programme
- 3 per cent are in 4-year Arts and Science programme
- 7 per cent are in 4-year Business and Commerce programme.

Drop-outs from Separate School system

- 25,023 students enrolled in Grade 8 in September, 1966
- 9,314 (37 per cent) enrolled in Grade 9 following September, 1967
  - 8,629 in separate school Grade 9
  - 685 in Catholic private high schools
- Comparable figures for public system show Grade 9 enrolment in the arts and science course was 48 per cent of Grade 8 enrolment the previous year, but how much of

this percentage was due to Catholic students switching to the public system is not clear.

Of the 32,611 pupils in Catholic high schools

- 16,811 are in Grades 9 and 10
- 15,800 are in Grades 11-13, as private pupils paying fees and tuition averaging \$193 a year.

Deficits in Catholic high schools are met

- by the religious community in 60 per cent of cases
- by the parish or diocese in 15 per cent of the cases
- by lay boards in 25 per cent of the cases.

The provincial average of public revenues per pupil in the academic programme (where most of the Catholic high school students are enrolled) was \$845 in 1967. For all programmes, including science, vocational, commercial, the provincial average was \$928. The total revenues required, therefore, for the 15,800 Catholic high school students are in the range of \$16,000,000. It can be said that this figure represents a rough approximation of the present savings to the taxpayer resulting from the existence of private Catholic high schools.

Assuming that public support for Catholic high schools were to be phased in (as suggested by the Ontario Separate School Trustees Association in their brief to the government in May, 1969)—with Grade 11 the first year, Grade 12 the second year and the prospect that Grade 13 will be abolished shortly—this would represent public revenues of approximately \$8,000,000 in the first year, and \$16,000,000 in the second year.

These amounts should be judged in the context of school grants for the year 1969-1970 totalling \$616,968,000, with a reported \$50,000,000 in emergency grants to municipalities of less than 60,000 to quieten the storm over county boards.

The above per-pupil outlays cover operational costs plus debt charges and amortized capital costs. This raises the question of what would happen to the existing private Catholic school buildings.

#### Transfer of Schools

The present owners of the English Catholic high schools have been surveyed on the disposition of these schools in the event that separate school board jurisdiction were extended throughout the whole system—kindergarten to Grade 13.



Some 57 of the 75 schools responded to the survey. Result: 32 of the larger schools, representing the major proportion of the students, indicated their willingness to transfer land, properties and facilities to the separate school board for a nominal fee and assumption of debt, where appropriate.

The \$16 million estimate does not include anything for bringing the present grants for Grades 9 and 10 in the separate schools up to the full secondary school level. Nor does it allow for any additions to existing facilities.

Moreover, applying the \$16 million to existing schools will extend grants to a considerable number of high schools which are too small at present to provide anything beyond the academic courses and which may not be large enough to be viable in this day of increasing options and more equipment.

As was shown in the statistics section, in only ten centres\* in the province are there sufficient students now in Catholic high schools to reach the figure of 1,000 students which many educational experts consider a minimum size for a composite school with academic, commercial, vocational and technical options. And the figure of 1,000 could only be attained in some of the ten centres by amalgamating several schools.

There are, of course, still many secondary schools in the public system which are less than optimum in size but the trend is towards amalgamating them and bussing the students to larger schools.

There are some educational experts questioning this trend and suggesting that students can identify better with smaller units. The Hall-Dennis report leans in the direction of the composite and diversified school which inevitably means fairly large units.

Regardless of which approach one accepts, the statistics on high school size underline the absolute necessity for including programmes for shared facilities in any proposals under consideration.

## EDUCATIONAL CONSIDERATIONS

Over the past number of months the demand for serious consideration of the need to extend assistance beyond Grade 10 in the public separate school system has intensified.

First, the pressure of school population, which was concentrated in elementary schools,

\*The ten centres are Metro Toronto, Hamilton, London, Windsor, Ottawa, Kitchener, St. Catharines, Sudbury, Sault Ste. Marie and North Bay.

has now struck the secondary and post-secondary levels, and the rising costs of education will strike these levels proportionately harder over the next few years.

Second, it appears that a considerable expansion of activities will take place in the public secondary schools of the province and it will demand a response from the separate secondary schools. A wide choice of subjects with multi-level opportunities within each subject is the only way by which the individual differences, abilities, motivations and interests of every student can be met.

The Robarts Plan, with its three streams (arts and science, business and commerce, science, trades and technology) was too expensive for the separate high school to offer. As a result, Catholic students who could not cope with the arts and science stream, or whose interests were in the vocational direction, moved off to the public secondary school after Grade 8, or 9 or 10. In fact, 90 per cent of the students enrolled in the separate secondary schools of Ontario are to be found in the five year arts and science.

Only a handful are taking a four year arts and science programme and a very low percentage are in the business and commerce stream. Thus, the limited programme already available can accommodate only a fraction of the Roman Catholic students, to say nothing of those who must leave because their parents cannot afford to pay the fees necessary for attendance in Grades 11, 12 and 13.

There are strong arguments in favour of further assistance to the separate schools so that they may "complete the schooling" of their children.

One change that is already taking place and will no doubt be accepted across the province is the concept of the continuance of education for every child from K to 13. If one regards the school system as a stream in which students may move at their own speed and selecting choices relevant to their ability and interest—rather than a series of "boxes" or grades in which each student must be processed—the argument that a break at the end of Grade 10 is illogical and unacceptable, has great appeal.

The continuance concept from K to 13 is becoming the basis of the case that Ontario students have equality of opportunity in education and the charge that this equality is being denied Roman Catholic students is a serious one indeed.

The answer that all parents can secure the continuance by sending their children to the public schools is totally inadequate if one accepts the premise that the choice of elementary separate schools at the public expense are guaranteed constitutionally and the separate schools have been an increasingly important part of the total educational system ever since.

The continuance concept also makes a mockery of the existing cut off by grade (Grade 8 for full grants, Grade 10 for all grants). How will the Province decide on the financial support of a student who may be at what we now would regard as the Grade 8 level in two subjects, the Grade 10 level in two subjects, and the Grade 11 level in one subject.

It is true that an age system might be interposed, but this will be equally unjust as one 15 year-old will be participating in a totally different programme from another 15 year-old. How can the "break off" point be determined with any justice?

The recent reorganization of separate school board jurisdictions from some 482 to 31 (in Southern Ontario) gives greater reason for a drastic change in policy. These larger units will be expected to provide a higher standard of educational opportunity and will bear the responsibility for more of the major decisions than ever before.

Yet, they are still bound by the same financial limitations. At a time when the opportunity of increasing the efficiency and effectiveness of elementary separate school education presents itself, the pressure of costs at the secondary level (and particularly in the senior grades) threatens to truncate the entire system.

The most damaging argument against extension of aid in this age of rapidly rising educational costs, is that support at the post-secondary level will duplicate services and facilities and will thus increase further the total cost of education without any increase in the return on the investment.

The argument is supported by the realization that if the separate secondary schools were unable to cope with the Robarts system, they will be totally incapable of handling the expected reorganization of the secondary school programme. Although the provision of full support for all students now in Grades 11, 12 and 13 might not seem to place heavy demands on the public purse, the encouragement given to the separ-

ate school boards to provide all the sophisticated and fantastically expensive vocational and commercial facilities and equipment could mean astronomical costs.

It is for this reason that it is imperative that full support from public resources should be accompanied by joint planning by public and separate school boards so that the needs of all students are adequately met in every community.

Sharing of facilities and services is not the total answer to the problems of the separate school, and might pose a danger to the future of these schools if not judiciously handled, but full grants along with joint planning and sharing seems to be the only way of meeting the challenge.

### The Concept of Sharing

Already, there are signs of such cooperation—in the Sudbury area for example. However, the main problem is that of providing structures whereby such cooperation can be developed. At present, these structures do not exist but the reduction in the number of school jurisdictions, both public and separate, has made this solution possible.

The first step might be the establishment of a joint committee made up of representatives of both separate and public school jurisdictions. At first, the committee's role would be advisory to both separate and public school boards. Later, specific areas of final decision might be arrived at.

For example, all future school construction or additions should be planned by the joint committee and methods whereby existing school facilities might be shared could be devised by this joint committee.

Vocational and commercial facilities in public secondary schools but lacking in many separate secondary schools could be made available to separate school students on a sharing basis. It is to be hoped that some interaction allowing students enrolled in public secondary schools to take courses at the separate secondary school might be devised.

It is not improbable that joint sites might be utilized allowing for joint use of certain facilities and saving untold dollars in land costs, heating systems, and so on. Perhaps the greatest savings could be found in the more efficient use of personnel.

Highly paid, competent experts in many fields now spend much time in travelling over

large jurisdictions. Immense savings in time and cost of travel would be assured by joint allocation of duties within smaller areas. The effective use of supervisory personnel, of specialized personnel (psychologists, social workers, and so on) could save money for other uses.

Obviously special education, such as classes for emotionally disturbed children, children with learning difficulties, could be a joint committee concern.

Already many jurisdictions are realizing the astronomical costs of pupil transportation. It is ludicrous that bus routes should be presently duplicated by separate and public school boards. A joint committee could reduce costs not only at the secondary level but in the elementary level as well in certain defined and specific areas.

Other areas of joint cooperation—computer services, joint purchasing of school supplies and other needs, could mean real savings to the community. Joint professional development programmes could save on costs, make the most effective use of the experts of both systems, and be of great advantage to those employed by both boards. Joint resource centres could save many taxpayer dollars.

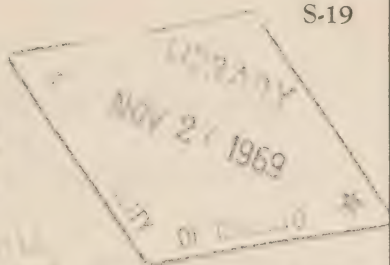
The separate school system must be made financially viable, but the total costs of educating the children of the province must not be allowed to increase as a result of wasteful duplication of facilities or physical resources, and the underemployment or inefficient utilization of human resources. Justice and financial responsibility must go hand in hand. The joint committee of separate and public school boards can be the vehicle for providing both.







ONTARIO



# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Tuesday, November 18, 1969

Afternoon Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Tuesday, November 18, 1969

### Assistance to School Authorities

Financial Assistance to School Authorities .....	S-453
Special Educational Services for the Handicapped .....	S-465
Continuing Education, General Expenditure .....	S-478
Recess, 6 o'clock .....	S-483



## LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

TUESDAY, NOVEMBER 18, 1969

ON THE ESTIMATES—DEPARTMENT  
OF EDUCATION*(continued)*

The committee met at 3.35 p.m. in committee room 1.

**Mr. Chairman:** Ladies and gentlemen, the meeting will now come to order. We are on vote 503, Financial Assistance to School Authorities, page 50.

**Mr. W. Pitman (Peterborough):** Mr. Chairman at 6 p.m. last night I was speaking for the attention of the Minister of Education (Mr. Davis) about what I think is a very serious problem in relation to the bussing of students.

I pointed out to him that between 1965 and 1966 47 school children were injured in school bus accidents and now it has risen to 144 in four years. This is almost triple—in fact more than triple. The number of school bus collisions has risen from 287 to 588, almost double. I am quite conscious of the fact that the number of students being bussed and the number of miles that are piled up by the various boards, with the larger units of jurisdiction are considerable. But I still point out the fact that we have not been able to cope with the situation and I do not see this improving. In fact, I was rather interested to note that I went back last night and the first item I saw in my local paper was another accident involving a school bus. I think it is having a deleterious effect upon school programmes.

For example, one of the major reasons why a group of people are resisting the policy of having a junior high school is because it will mean more bussing for more students. I think it is beginning to have serious implications in the total educational programme which the school boards are offering.

I do not hesitate in bringing what may seem to be a peripheral problem to the attention of the Minister. I said last night that I felt that one of the major problems in this

whole business was the fact that the matter is spread across three departments of government. The Department of Transport, which looks after the testing of bus drivers. . . . I must say I was somewhat astounded to discover that a school bus driver was driving a bus for some six months in my area even though declared totally disabled by the Workmen's Compensation Board. There is a great deal of suspicion that school buses are the least safe of all buses that are on the roads today. They do not have safety features which many other buses do have, yet this is also The Department of Transport.

The same way in a sense a fourth department is concerned because The Department of Highways is involved but the rules with regard to bussing, for example, when buses stop and when they are not to be passed are under The Department of Transport.

I have had a continuing debate for the last two or three months, in my area, as to when a bus stops and when it does not, and when the oncoming traffic and the overtaking cars are expected to stop.

We have just outside the city of Peterborough a four-lane highway but it has a three or four feet cement in the centre—almost a corrugated kind of median. Drivers can move across the highway, go into service stations that are on the other side of the road, but they know when they go across the median because of the effect it has upon their tires. You would think this median is what could be called a median by many people in the area but when it comes to a bus driver he is expected to stop both the traffic which is coming towards him and traffic which is overtaking him because a median, according to The Department of Transport, is a piece of ground between two lane highways, which is ten feet wide and has an obstruction in the centre or is a grassed area. This median is none of these things and it has caused a tremendous amount of confusion. Driving around Peterborough and, of course, one finds various speed zones—30 mile, 45 mile zone, and so on.

This is another dimension of it. The Attorney General's office is concerned with it, so are the Provincial Police. I have had people phone up the OPP and ask for a ruling on a particular piece of road. In fact I even phoned the chief of the Ontario Provincial Police and he would not give me any ruling at all. All he kept doing was sending me pieces of the legislation that had been amended. Finally I got local provincial police to make some kind of a ruling but other people phone up and they get a different ruling and so there is a very real confusion.

I would suggest to the Minister the statistics do indicate there is a problem. I am wondering whether this should not be brought under the Department of Education in a more dynamic way. I am suggesting to the Minister perhaps the creation of an educational transportation authority, not to take over the bussing of students right across the province but rather to develop research into what causes bus accidents, provide consultation to school boards about bus problems, to deal with the safety features on school buses, to deal with the proper testing, not only the testing in terms of driving skills of bus drivers but the testing also in psychological problems of bus drivers.

If any of you have been on a school bus, for any distance, you can well imagine the problems created for an individual who has no, or seems to have very little, authority and yet is dealing with a group of students who are in many cases in a very turned on way as when they are out on the road. I would like to see an authority which is doing research and is giving consultation and doing experiments in relation to bus routes. I think there are some routes which are much safer than others. I do not think that perhaps schoolboards are taking enough concern over this. I just noticed a few days ago that another schoolboard had withdrawn their school bus from the Queen Elizabeth Highway. One might well ask why are they out there in the first place?

You might even project this thing further. I think that probably this kind of authority could deal with the whole problem of discipline on school buses. Who does have power? What power does the bus driver have? Whose jurisdiction is the child under and what authority should be given to bus drivers and what kind of bus drivers can best look after this kind of situation? I think we could even project it further. I am sure that there are many jurisdictions where a lot of money could be saved. I know of one. I have heard

one person say that four buses go past his house every day taking students to various schools. I am wondering whether there has been enough thought in the way—

**Hon. W. G. Davis** (Minister of Education): Were they all full when they went by?

**Mr. Pitman:** This individual claims that they are not all full, but nonetheless I am not going to pose as the expert on that situation. But I do suggest to the Minister that this might be a way that we can cut down on building facilities. Should we not be thinking in terms of computerizing buses and bus schedules and getting students to facilities rather than trying to build too many facilities near students, because as this spectrum of educational choice widens and widens this is going to be harder and harder for every jurisdiction.

**Hon. Mr. Davis:** That increases transportation.

**Mr. Pitman:** It does. That is what I am saying. Unless we deal with that situation under some new kind of focus, it is going to create more accidents and more problems with more students possibly being injured. Once again this will mean a greater resistance on the part of parents to accept these new changes if it does mean more students being driven more miles. I bring this matter to the Minister's attention because I think it is a massive problem. I agree with one board member who said, "Parents are terrified of the school bus situation."

I have another situation here which shows you as a result of a brake failure on the bus that three of ten children were injured in a bus accident which took place just a few months ago.

I am not going to read one article but I quote from the editorial "the staggering 72 per cent increase in the number of school buses involved in accidents since the laws governing school buses were altered September 1966, would suggest that we return to the old laws." I am not suggesting that we should return to the old laws, but I am suggesting that the parents are aware of this problem and they are deeply concerned. I think that probably we will have to make some kind of a change in bringing this whole matter into some kind of focus within the Department of Education.

**Mr. Chairman:** Mr. B. Newman.

**Mr. B. Newman:** Thank you, Mr. Chairman. Yesterday in our discussions we fairly well



covered the topic of the multi-use of the schools, the community use of the schools. I am just wondering now, Mr. Chairman, if grants are available to schools for this additional use that the schools are being put to by the community.

**Hon. Mr. Davis:** Just through the recreational authorities, Mr. Chairman. If the community is going to use the schools, shall we say, for recognized agencies within the community, they make their arrangements with the school authorities. If it is the recreation commission we pay grants to the recreation commissions and, of course, this then is available for the community use. You could use that in a general sense, I guess.

**Mr. B. Newman:** May I suggest to the Minister, Mr. Chairman, that he review the situation of grants for after-school use of our schools? They are being put to considerably more use today than they ever have been in the past and they will be used much more so in the future. The grants that are given today to recreation authorities in the community are really of a minimal nature.

**Hon. Mr. Davis:** You are suggesting that we pay more.

**Mr. B. Newman:** By far, more. Far more for the use of the schools. It is a real handicap on the community. The community would like to put the school to a greater use, still greater use.

**Hon. Mr. Davis:** You want me to increase my budget? I have enough problems as it is.

**Mr. B. Newman:** No, Mr. Minister. Last year the public account shows where you underexpended \$66 million in the year ending 1968. So all you have to do is take some of those funds and direct them to—

**Hon. Mr. Davis:** Are you not glad we saved that kind of money?

**Mr. B. Newman:** —the after-school use of our facilities.

**Hon. Mr. Davis:** Mr. Chairman, I do not want to prolong this, but to say that the Department of Education should direct funds to the school board for after-school use, I think is the wrong way to go about it. I think it is a case of determining what agencies within the municipality, or what community organizations would wish to make use of the facilities and find some way of determining just how the costs should be shared. I do not

think there is any point in paying any extra monies to the school boards to artificially promote after-four use of the school plant. I think this has to be done in conjunction with the community organizations.

**Mr. B. Newman:** Mr. Chairman, the leadership should come from the department.

**Hon. Mr. Davis:** No. With respect, it should not. The leadership should come from the department. The boards have been told, and I repeat it again, that the school facilities should be available to all organizations within the community. As some members observed here the other day, this is in fact being done. I do not really know how the department can go in and determine, within the individual communities, what organizations might wish to use the school. Surely there must be some local initiative, Mr. Newman, to bring these things—

**Mr. B. Newman:** Activities that would be conducted in schools—

**Hon. Mr. Davis:** There is lots of initiative in our community. I think there is in Windsor too.

**Mr. B. Newman:** There would be activities conducted in the schools, but because of the grant structure.

**Hon. Mr. Davis:** It has nothing to do with the grant structure.

**Mr. B. Newman:** They are curtailed in their use. Yes, they are Mr. Minister. I can recall very effective programmes that would have been put to use, and they were immediately told: "Well, we cannot come along and do this. The grants are not sufficient to accommodate us. If we do provide this facility, we will have to curtail assistance to some other—

**Hon. Mr. Davis:** There is some additional expense. If the school is going to be used beyond the regular school programme, obviously there is some additional expenses. How this should be apportioned, who should pay for it, surely is something which must be determined within the local municipalities or school board areas, depending on who is involved. I express a personal point of view here. If it is the Boy Scouts, the Girl Guides—some of these organizations—every effort should be made to have the schools available at nothing more than the minimal cost. I do not think the school board should be making any sort of profit.



At the same time it is very difficult for us, as a department, to say to school boards: "Now, if you have K troop of such and such a Boy Scout organization and use gymnasium Z, you will get X number of dollars related to the assessment of your municipality." The hon. member must see the complexity of developing a grant structure to look after these things.

**Mr. B. Newman:** I am only trying to emphasize to the Minister that—

**Hon. Mr. Davis:** The general principle—

**Mr. B. Newman:** . . . would be conducted in the schools where—

**Hon. Mr. Davis:** —where somebody would pay the bill.

**Mr. B. Newman:** —the grant structure as such, or co-operation between the board and the Minister's department, was such that it would facilitate—financially facilitate the goings-on of these various types of activities. I leave it at that, Mr. Chairman, and move to another topic. That is the construction of facilities for manpower training.

**Hon. Mr. Davis:** Mr. Chairman, really, I assume we are still under "Financial Assistance to School Authorities"—

**Mr. B. Newman:** Right. It is just a continuation of the other—

**Hon. Mr. Davis:** Right. Part of the \$70 million? Very well.

**Mr. B. Newman:** If you would prefer to carry on with something other than that now, Mr. Chairman, I will hold back my remarks, but I would like to speak on manpower training.

**Hon. Mr. Davis:** No, not at all. I was just going through these papers here, and that particular amount of \$70 million is at the tail-end. I did not know whether there were any other items in the first part that we might get out of the way.

**Mr. B. Newman:** If you prefer to complete page 50, Mr. Chairman, then I will wait. Do you want me to carry on?

**Mr. Chairman:** I would prefer it if we could try and get this section finished as we are getting near the end of our time limit. Other people might want to jump sections. The member for Scarborough East.

**Mr. T. Reid (Scarborough East):** I would like to discuss the 1969 General Legislative

Grant Regulations in terms of the grants for elementary schools and secondary schools. What I want to—

**Mr. Chairman:** Excuse me, Mr. Reid. Would you please speak in front of the microphone?

**Mr. T. Reid:** The point I want to make is a very simple one, and I will forewarn the Minister on it. I believe the expenditure priorities are wrong in terms of education in this province. I believe that if relatively more money was allocated to the elementary schools, particularly at the junior kindergarten level, kindergarten and Grade one, that we would be able to spend less per student over the next 15 years at the secondary school level and the post-secondary school level. My remarks are in that context. My questioning is in that context.

The first question I have for the Minister is this: Could he give us some idea of the expenditures per pupil in the elementary schools over the last three years, say, and the expenditures per pupil in the secondary schools over the last three years?

The reason I would like to have those figures, when possible, is this—that I suspect that, although the amount of money spent per pupil in the elementary schools and in the secondary schools has increased, the gap between the two rates of expenditure may have widened. If this is so, then the Minister is moving in the opposite direction than we think he should be moving.

The point I made is that the Minister places more emphasis on secondary school finance than he does on elementary school finance. For example, if we look at the grant regulations, we find that the course weighting factor used for the grants for a pupil who is enrolled in the regular day classes in the elementary school is one, compared to a figure of 1.05 for a pupil who is enrolled in the regular day classes in the business and commerce branch in the secondary school, and a weighting factor of 1.6 for a pupil who is enrolled in the science, technology and trades branch in the secondary school.

My point is that this is the wrong way around. We should be spending the weighting factor in the Minister's grants for the elementary schools, particularly in those rural poor areas, and in the inner city school areas. The grant formula should make more money available for programmes at the early stages of education, particularly junior kindergarten. The Minister knows that the grants are from kindergarten upwards. They are not, to my

knowledge, for junior kindergarten. So he has ruled out an area of education which could be called the area with the highest preventative factor in it, and with the highest curative factor in it for children who are disadvantaged when they enter the educational system.

Then we find also in the Minister's formulas for calculating the grants, a pupil accommodation charge. We find that for the elementary schools, this is \$40 per pupil of average daily enrolment, and \$75 per pupil of average daily enrolment for secondary schools. Mr. Chairman, I think those are the points I wanted to make.

In summary, what I am saying is that the Minister's regulations for grants take a direction which I think is a mistake. I think if the opposite direction were taken, if the grants were favoured towards the beginning years of education, we would be engaged in educational programmes of a preventative nature, thus reducing the expenditures necessary for many secondary school programmes.

I was wondering if the Minister might comment.

**Hon. Mr. Davis:** Yes. Mr. Chairman, I think the assumption, of course, is not valid. The reason there has been an increase relative to the secondary school programme, of course, relates to the greater variety of options. One can argue there should be more options available in the elementary schools—we could discuss this—but it relates to the fact that the school system has, in the last six or seven years, moved very substantially in the direction of having a far more flexible programme related to the technical, vocational and educational facilities that are available which in themselves cost more initially, both in respect to capital and as far as operating is concerned. We have reached a point where, I think, we are achieving some degree of balance now but where there was a great deal of catching up to do. This has been part of the thrust of the secondary school programme.

There is a greater interest and more funds are being made available to the secondary school programme on a percentage of per capita basis. It relates to actual things that have taken place, and I think most people will agree that it does not in any way detract from the initiative or the thrust that should also be a part of the elementary school system. I just do not accept the hon. member's point of view or his analysis of the figures at all. It just is not right.

If the hon. member wants to say that we should have, on a comprehensive basis across this province, pre-kindergarten or nursery schools at public expense and add several thousand students to the elementary school programme, this is a position that other people have taken. It is not necessarily one that I reject out-of-hand, I can assure you of that.

But it also has very real economic impact, and, of course, there are still a number of parents who have their points of view as to just how early a child should enter the school system. I think that would be an understandable suggestion. To say that we are more interested or that the thrust is directed into secondary school programmes as opposed to the elementary, is not right.

**Mr. T. Reid:** Well I just made one or two comments on this.

**Hon. Mr. Davis:** It is interesting. You know this province probably has a higher percentage of kindergarten students—I am not talking about pre-kindergarten—than most other jurisdictions.

**Mr. T. Reid:** Nova Scotia—

**Hon. Mr. Davis:** I know Nova Scotia.

**Mr. T. Reid:** The Minister said one of the reasons the secondary school costs are higher—or the amount of money made available to secondary schools per pupil is higher—because of the greater variety of options in secondary schools, because the secondary school programme is becoming more flexible. I maintain that we need that variety, we need that flexibility, in our elementary school system much more—

**Hon. Mr. Davis:** But you do not need technological courses. You do not need the shops and the facilities, surely, in Grades 1 and 2. This is where part of the cost is—and you have higher student-teacher ratios, you know this in the secondary school programme because of vocational and technical courses that are available where your ratio in some instances is 1 to 10, 1 to 12 or perhaps 1 to 15. Surely the hon. member is not suggesting that on a total provincial basis at the elementary level that we have a 1 to 15 ratio from Grades 1 to 8.

**Mr. T. Reid:** I am suggesting, Mr. Chairman, that for educational programmes in the inner cities of this province that we need a student-teacher ratio of one teacher per ten students. I am saying that if we get that,



down at junior kindergarten level, in the head-start programmes, as opposed to having it in the technological programmes in the secondary schools, we will get a much better rate of return for our money over a 15-year period.

**Hon. Mr. Davis:** No one is preventing the boards from developing the inner school approach and we do have lower ratios for those students with educational problems.

**Mr. T. Reid:** Mr. Chairman, I notice in today's Toronto *Daily Star* that the Deputy Minister of Education, Mr. J. R. McCarthy, has cut out grants for junior kindergarten. I would say to the Minister, if that statement is correct, that this is exactly the type of thing that I am talking about. To put junior kindergartens, particularly in the inner city schools and the inner city areas, in the same category as high school auditoriums is a basic twisting of priorities in education today. I will return to this under special education.

**Mr. M. Gaunt (Huron-Bruce):** Mr. Chairman, the burden of remarks may centre around what one might call a tag-end administrative problem. Let me explain. I have been confronted this summer with a problem which I brought to the attention of the Minister. It relates to two girls, both of whom got five credits in Grade 13. Subsequently, they went to the city to work and they attended summer schools at two different universities. The problem, in a nutshell, is one in which The Department of Education does not give credit for a summer course taken at a university as opposed to a high school. In the instance of the two girls, to whom I make reference, both of whom got their subjects and were granted the seven credits for a certificate in Grade 13. But they were not given their certificates simply because they took the two courses at a university instead of a high school. It seems to me that the standards at a university would be equally as high, if not higher, than a high school. I cannot understand why these girls had to be, in the final analysis, issued letters of equivalent standing rather than the ordinary certificate that is usually given to people who pass their Grade 13 with seven credits.

Now whether this is an oversight in the Act, or whether there is some other reason, I would like to hear the Minister's comments in this regard.

**Hon. Mr. Davis:** Mr. Chairman, our regulations are very simple. The student has to be

in attendance at a secondary school in order to get a secondary school diploma unless he qualifies through the correspondence course.

What courses are offered by the universities, whether they are comparable, equivalent or what have you, to what the Grade 13 courses are at the high schools, this would be an almost impossible task to accredit these situations.

We ran into this situation of course, with the University of Guelph, where they have admitted students on the semester basis in the month of April. We have no objection to this but this is the responsibility of the university and of the students. It would be, I think, very unfair to the balance of the students if we were to issue credits or to issue certificates in February or March to a percentage of Grade 13 students in a particular school because they wanted to attend a particular university. The university itself has assumed the responsibility. I think that they issue their degree and the question of the Grade 13 certificate is then totally irrelevant. I think that this probably is a very acceptable practical solution to the problem.

**Mr. Gaunt:** I just make one comment, then. If this is so then the high schools and the students attending the high schools across the province should be made aware of this.

**Hon. Mr. Davis:** I would think that 99 per cent of them are aware of it.

**Mr. Gaunt:** The two young ladies with whom I had contact were not aware of it and they presumed that having passed the courses they could be given their Grade 13 certificates. When they found out that this was not so, this came as quite a shock.

**Mr. Chairman:** Is vote 503 carried? Carried.

**Mr. Pitman:** Can I say a few words on this particular vote? I would like to ask the Minister some questions about a number of small matters but ones that, I think, have some importance to the way education is carried on at a local level, and essentially what this estimate is all about.

First I would like to ask, does he have in his timetable any decision on when all the legislation governing education in Ontario is going to be revised and placed on the books of this province in some kind of orderly fashion. I want to say to the Minister I spent last summer reading all the legislation.

**Hon. Mr. Davis:** Lot of it, is there not?



**Mr. Pitman:** There is a very great deal of it and a great deal of it is completely irrelevant today. Much of it is very confusing, certainly to anyone trying to read it from outside the professional area of education. A great deal of it is totally irrelevant to the 20th century. I would think that a great deal could be gained by taking all those pieces of the legislation—The School Administration Act and so on—and doing a complete reorganization of this legislation and bringing in an Act which is understandable and we could cope with. When does the Minister hope to do this?

**Hon. Mr. Davis:** Well, Mr. Chairman, to say that the Act will necessarily be understandable and we can all cope with it, this I cannot guarantee. We have been giving this matter some very careful consideration. I think perhaps the hon. member for Sarnia (Mr. Bullbrook) and the hon. member for York East (Mr. Meen) would understand the complexities of doing this in the year of 1969. As I understand it, the RSO of 1970 is sort of in the mill now and to have a very major, shall we say, consolidation to school legislation, I think, would make it very, very difficult to have this come out and coincide with the issuance of the RSO 70. I would think that this type of consolidation, if we can call it this, could appropriately be done perhaps in 1970 to be effective in 1971. But we have this very much under consideration now.

**Mr. Pitman:** I am delighted to hear this.

**Hon. Mr. Davis:** I do not say we will end up with a single Act or anything like that, necessarily.

**Mr. Pitman:** I am sure you could not end up with a single Act, but I think you could cut down the number of Acts. I think a great deal of the—

**Hon. Mr. Davis:** There is a lot of it that can be taken out, but I also say that over the last four or five years we have also succeeded in adding a great deal every year.

**Mr. Pitman:** True, but much of it cancelling what did exist. I do think that this is a major direction the department should be embarking on.

I would like to comment on one or two other areas and it involves this legislation. One of the things that is bothering a great many people about the whole question of educational jurisdiction at the local level is the fact that more and more of debated deci-

sions on education are taking place behind closed doors, in local boards of education.

I am wondering if the legislation, when the Minister comes to do something about this, could be changed in such a way that there could be more public perusal of the discussion that goes on with regard to education. This goes on certainly in municipal councils. I think under legislation dealing with municipal councils, any group of citizens has the right to appear before the municipal council. I do not think this is true in relation to the board of education. I think it should be true.

I am wondering if the Minister has gone in any direction towards appointing an ombudsman as suggested by the Hall-Dennis report. It is not only popular that justice should be done in education. It should also very much appear to have been done. Again and again we have those little explosions that take place during the year, and there is a strange feeling on the part of many people that justice is not being done. Has the Minister considered this particular proposal of the Hall-Dennis report? Is he considering acting on that proposal?

**Hon. Mr. Davis:** There are really a few questions that I think the hon. member is raising. Obviously the department has considered all the recommendations in the Hall-Dennis report. We think there are some very practical limitations with respect to the ombudsman, if this is the term we might use. I think we are all concerned in seeing that there is equity in these, as you say, smaller situations—which is not the right word to describe it—where, perhaps, some form of appeal or reconsideration is necessary. There are some very practical limitations to it.

With respect to the first point the hon. member raised, I think the legislation really is quite clear. The school boards are public bodies. Their meetings are public. Their books are public. I cannot speak for the hon. member's area, but I know it is a policy of a lot of boards. . . . They are delighted when the ratepayers are interested enough to attend. They are delighted when they will come to discuss something other than tax problems. This has been the policy of the majority of boards.

**Mr. Pitman:** I think the Minister is conscious of the fact one only has to read the article in the *Globe and Mail* yesterday morning by Mr. Lorimer, who was commenting on the Toronto Board of Education. He described

the obsession with trivia which went on at this particular session.

**Hon. Mr. Davis:** But there is a difference between—

**Mr. Pitman:** The point he made was that the major decisions are being made behind closed doors, in committee. What goes on before the public is either simply a statement of what has been decided already in a sort of massive front against any criticism, or simply the trivia the board engages in for public spectacle.

**Hon. Mr. Davis:** To be honest, I have never attended a Toronto board meeting, so I will not comment.

**Mr. Pitman:** It is quite an experience I understand.

**Hon. Mr. Davis:** Is it really? Perhaps we should all go.

**An hon. member:** Is there an admission charge?

**Hon. Mr. Davis:** While some obviously are made in committee, I think the decisions as to school site and some of these things—these are things which are done in committee—but they are all subject to being passed in full board meetings which are open to the public. There is no question of that.

**Mr. Pitman:** A great deal of the trouble that boards bring upon themselves in many cases is because of decisions that have been made in committee. I do not want to bring up the Minkler affair, but this could well be involved in the fact that too many decisions were being made (a) by the administration and (b) by the board in committee. Then when they do come out it becomes a sort of a blood-letting on the part of everyone involved in the situation. I think that anything the Minister can do to encourage boards to provide a public forum for educational debate is worthwhile. I agree with the Minister that there are certain things which cannot be discussed openly. There are matters which obviously must be done in private. But I am sorry when I see more and more being done behind closed doors.

**Hon. Mr. Davis:** I think this is wrong, Mr. Chairman, I really think more and more is being done for some of the reasons the hon. member mentions. I know some boards that are making it a policy to extend invitations to groups and organizations to come to board meetings. I think there should be more of

this. I suggested to some of the county boards that they should, as a matter of regular board policy, invite the home and school groups for instance, to come three or four times a year to spend a couple of hours with the board getting into some of the educational problems. I think you will find this happening on an increasing basis. I assure you it will be happening in respect to those people who have responsibilities in the municipal field. You will find a far greater degree of discussion and meetings with the municipal people to share some of the common problems, which are very real.

**Mr. Pitman:** I simply bring this point up. I think there might be something that can be done in the legislation. There is one other small point in the legislation which I would like to bring to the Minister's attention. I am sure it has already been brought to his attention. It is in relation to The Public Schools Act, section 64-2, subsection B. It reads as follows:

The public school board may dispose by sale or otherwise of any school site or property not required in consequence of the change of site or other cause and . . . same under the corporate seal of the board and apply the proceeds thereof for school purposes or as directed by this Act.

The event which brought this to my attention took place in London where the London township area school boards sold the Fanshawe public school to a United church for \$5,000. This school had been built in 1956 and financed by a \$45,000 debenture issue extending over 20 years. At the time of the sale, there was still \$23,216 owing, for which provincial grants pay 60 per cent.

London township council offered to purchase the school along with Hyde Park public school which became vacant at the same time. Their offer for Hyde Park was accepted. The other was rejected. In other words, we have one body which refused to sell it to another public body. At the same time, other interested persons tried to find out what was going on and they were told that the school was not for sale. Suddenly, two months after, they discovered the Church was the only group which claimed to have come forward with an offer to purchase.

Now you have the strange situation of the Middlesex county board of education renting the Fanshawe school as their temporary headquarters at some considerable cost. So you see the discrepancy—the concern a number of taxpayers have when they see a



\$45,000 building being sold back to another body for \$5,000 on which they are still owing \$23,000, and then you have the county board of education turn around and rent that same building from the United Church—the church to which the building has been sold—for \$140 per month.

**Hon. Mr. Davis:** This shows they should had the county system two or three years sooner than we did.

**Mr. Pitman:** But surely, Mr. Minister, there is something wrong with the Act. Surely there should be something in this Act stating that it should be publicly advertised. There should be something putting some limitations on a board. I realize that, in some sense, there is as a result of transition from the smaller boards to the larger boards throughout the whole province—but I still say there is something very wrong with legislation when it allows this to happen. I think the Minister must realize that that is something which has to be dealt with.

I have one or two other points here, which I will try to cover very quickly, Mr. Chairman, for I realize that the time is flying and I—

**Mr. J. Bullbrook (Sarnia):** I wonder if the Minister would respond to the question?

**Hon. Mr. Davis:** Yes, Mr. Chairman, I would be glad to. Mr. Chairman, the question really involves the right of the local school authority to dispose of its assets, and to what extent the department, or the legislation, should control disposal of the assets. It is fine if there is a debenture existing where the province may have some funds, but if it was built, say, out of total capital, which has happened with some school boards, and I think within the separate school system, totally by the community—to what extent should we, as a department, or should provincial legislation, determine what the local school authority who raised the money, perhaps, can do with their particular assets.

**Mr. Bullbrook:** May I interrupt? My concern, if I might voice it, is not the question of the money. It is the question of the public notification of the sale of the assets. This concerns me.

**Hon. Mr. Davis:** Yes. Well, Mr. Chairman, the Act, as I recall it, presently reads, "They may dispose of the assets by tender or otherwise." We have been considering it since, for one or two other situations, whether it should all be done by tender.

There are those who will say that the schools may not, or the boards may not get, quite frankly, as good a price for some of the assets. Now I do not know anything about this. I have never disposed of a school.

**Mr. Bullbrook:** Yes, but would you be inclined, Mr. Minister, to agree in principle—

**Hon. Mr. Davis:** In principle, I do not think there is any doubt that the principle has merits—having it publicly tendered, and perhaps an auction. I think it is also true that in this procedure, you may not always realize as much for the asset as you might otherwise. I think this is the other side of the coin.

**Mr. A. Carruthers (Durham):** Mr. Chairman, could I have the floor please?

I know of a number of situations in my own county where—one in particular, the school was sold to the church, which was next door, and it was used for a recreation hall and a church auditorium. If tenders had been called, this would have been lost to the church.

**Mr. Bullbrook:** You do not have to accept the lowest tender. I think that is a paramountly over-riding consideration that the public at large would accept. I do not think it detracts at all from the principle that the hon. member for Peterborough has tried to put forward. If you advertise these public facilities for sale. . . . If they want to sell to the church next door, surely they can approach the public and say, "We looked at the total good, and the total good directed us to sell it to the church next door."

I say it most respectfully, you are evading the issue that the hon. member for Peterborough puts to you, that we should change the legislation to make it mandatory that they convey to the public that they have this asset for sale.

**Mr. Carruthers:** I think it is a matter of using your judgement.

**Mr. Bullbrook:** Well, they obviously do not always use their judgement.

Interjections by hon. members.

**Mr. Carruthers:** The board was divided in this case. It was only by public pressure from the community that the result was that they—

**Mr. Bullbrook:** Advertising it for public sale again would not detract one tittle from the position you take.



Mr. Carruthers: Oh, I think it would.

Mr. Bullbrook: But why? How could it? Perhaps I am obtuse, and I do not want to waste time at this eleventh hour on that, but the point I tried to make, Mr. Minister, is that it was very easy for you to adopt this principle there because surely the principle is manifestly a good one.

Hon. Mr. Davis: Mr. Chairman, really this is perhaps not the occasion to discuss legislation *per se*. I have never been reluctant to pick up any relevant thoughts from whatever source they may emanate. It has been a matter that has been under study for the past number of months.

Mr. Pitman: I will say no more on it. I think that the editorial article in the London *Free Press* put it perfectly when it said:

When a public body disposes of a public asset, it has a duty to ensure that the transaction is beyond reproach. The transaction should be conducted openly to safeguard the public interest and to get the highest possible financial return for property that is sold.

Well, I believe that—

Hon. Mr. Davis: —to the United Church would be—

Mr. Pitman: —is a high public good—but at the same time, as it turned out, the board really needed the property. Let us not go any further on that.

There are one or two other areas which I am concerned about. I have run into several situations lately where local authorities have been preventing young people from attending school simply over this problem that the parents do not reside in that particular area. It seems to me that, in a school system where we pride ourselves on giving equality of educational opportunity, there should not be any young person who is prevented from attending a school because his parents do not reside and pay taxes in that particular area. I know that there are all kinds of ways that you can subvert this limitation. You can have the kid go and become a ward of someone who does pay taxes. But I still say that there are some young people today who do not wish to go through this hypocrisy, who simply want to take part in the educational system of the province. For reasons over which they have no control—parents divorced, separated, moved—they wish to remain in a particular area and attend the school.

It seems to me that when this situation exists, there should be some way by which—if it becomes a charge on the local municipality—that that charge should be distributed to the province, and that there should be some way of relaying that cost to the province. It cannot be said that any young person, living anywhere in Ontario, can be prevented from going to school who wishes to take advantage of that service.

I know that this may affect only a very small number of students. Nevertheless—and this is a point which, once again, I think the legislation should deal with, and I think that the Minister should be concerned about—can he think of any way by which this can be accomplished?

Hon. Mr. Davis: Mr. Chairman, there is only one way. We have looked at this for years, because it does come up from time to time. I share the point of view of the member for Peterborough that we in no way want to inhibit the educational programme of any student. There are, as he knows, some very practical problems. Without delineating all the pros and cons, the only solution would be for the province to pick up the entire cost in these situations. What controls you would then put on these situations to see if equity is being done, and that you do not artificially encourage situations that should not exist—this would be the only overall solution to it.

Mr. Pitman: I think that more attention should be paid to this situation. It is a difficult, frustrating, and in many ways very peripheral situation, because it does not involve a great many students. But it does involve a few, and I think, therefore, that it is important that this be dealt with. There is one other area which—

Mr. B. Newman: Mr. Chairman, if I may ask, on that specific point: Supposing one of the two individuals dies—the husband dies and the wife wants a grandchild to come from another municipality and live with her. Why should she be barred from attending school or be required to pay tuition fees to attend the school in the community? She has been called on by grandma to come along and take care of grandma who is passing through difficult days.

Hon. Mr. Davis: Of course, Mr. Chairman, if one could confine it to them, not being too well, and getting this type of, shall we say, interest, this would be fine. But the hon. member well knows that—

**Mr. B. Newman:** Just when I mentioned the grandma now, Mr. Chairman—

**Hon. Mr. Davis:** I know, but Mr. Chairman, I do not know how one would legislate. I can see the Act reading, "and in those situations where the grandmother calls upon the granddaughter to come and stay for a period of time while things are not functioning, the local school authority will undertake the educational costs of that child." I do not know that you can draft legislation like that, can you?

**Mr. B. Newman:** I just happened to be called on that back home—

**Hon. Mr. Davis:** I know.

**Mr. B. Newman:** The girl was told there would be a charge—tuition fees.

**Hon. Mr. Davis:** I know.

**Mr. Pitman:** I wonder whether I could ask one more question in a somewhat different area.

**Mr. Chairman:** Then we can wind up this vote?

**Mr. Pitman:** Yes, I will be very glad to wind up the vote, if no one else wishes to talk on it. There has been a great deal of discussion, largely, I think, initiated by the member for Scarborough East (Mr. T. Reid) in regard to the question of records for students in schools.

I think just a few months ago school trustees asked the provincial government for legislation giving researchers access to confidential student files, and as a *Globe and Mail* editorial said, it is some indication as to the easiness with which boards across the province view inroads on privacy in the computer age.

As well as that, the trustees have called attention to an area that needs legislative protection. That is, the law should protect the confidential nature of these files and not authorize access to them. What progress has the Minister made in (a) protecting students in terms of the records which are provided in the schools that no unauthorized person should have access to them, that they should not be used against students in courts of law and (b) what has the Minister done in relation to the reaction and the requests of the Ontario Teachers' Federation that teachers be regarded as individuals who cannot be subpoenaed by the courts and asked to provide information and to testify against students in courts? I think these are two matters which do affect the atmosphere and the kind of

education we have. I wonder how far this has gone in terms of legislation in this field?

**Hon. Mr. Davis:** Mr. Chairman, there have been one or two reports related to this. I think there is some reference to this in a general way in Mr. Justice McRuer's report. As I indicated to the hon. member for Scarborough East who raised this in the House from time to time.

We mentioned it a week ago on the question of appeal or suspension. The whole question of the legislation as it relates to appeal, suspension, student records is under very active consideration within the department. Whether we will have an opportunity to legislate this, quite frankly, or bring in draft legislation, prior to the Christmas break, I do not know, but certainly if not, then very shortly thereafter.

**Mr. Pitman:** What do you mean by appeal?

**Hon. Mr. Davis:** Some people have raised the question of what appeal procedures are available to a student who has been suspended. I mentioned the other day that we are studying this part. We are studying the question of student records. Whether or not we will be in a position prior to the adjournment, I am not sure. But certainly we will be able to very early in the New Year.

**Mr. Pitman:** We are sure that some legislation is coming forward on—

**Hon. Mr. Davis:** On these two points, yes.

**Mr. Pitman:** How about the role of teachers and their protection against being subpoenaed, but also the recognition that they have a special status in relation to the students?

**Hon. Mr. Davis:** This is being considered. I do not say that it will necessarily result in legislation. In the other two areas, I think I can say this.

**Mr. Pitman:** I would suggest that the Minister move ahead and include this in the legislation. It seems to me ridiculous to protect the students' records and then to place the teacher in the impossible position of being subpoenaed and asked to give information which is in those records. What is the point of protecting the records if the teachers can be made to.

**Hon. Mr. Davis:** No. They do not follow necessarily and logically in that way.

**Mr. Pitman:** I think they do.



**Hon. Mr. Davis:** No, because there will be some people who will suggest that if a student has been charged with something, that they might like to have their teacher come and give evidence of a character nature. I do not think the hon. member would necessarily want to prohibit this happening either.

**Mr. Pitman:** I do not think that that necessarily is covered by the kind of legislation of which—

**Hon. Mr. Davis:** But these are the things you have to consider. You do not want to do anything that would inhibit it either.

**Mr. Pitman:** I think if the defence wishes to make use of this, I do not think that this necessarily leads to your preventing the teacher from taking a part in support of the student, very much as a doctor or a priest can appear on—

**Mr. Meen:** No, not if he does not want to, then you have to subpoena him.

**Mr. Pitman:** But a doctor and a priest are protected in their relations with the defendant. That class of profession is protected.

**An hon. member:** I do not think so.

**Mr. Meen:** I think that recently it was decided they were not.

**Mr. Pitman:** Is that right?

**Mr. Meen:** I believe so.

**Hon. Mr. Davis:** I think they can be subpoenaed. As to whether or not they are forced to give evidence of this kind—I have not practised for quite a while, but I do think they can be subpoenaed.

**Mr. Meen:** I may be mistaken, Mr. Chairman, but as I recall, the only one where that protection is still maintained is the solicitor-client relation.

**Mr. Chairman:** Thank you. Mr. Reid? All right. Is vote 503 carried?

**Mr. B. Newman:** No, I wanted to talk on page 51 on 503.

**Mr. Chairman:** All right. Mr. Newman.

**Mr. B. Newman:** I want to ask the Minister the policy of the department concerning the construction of new facilities for manpower training. I understand that the manpower training is going to be taken over, or has been essentially taken over, by the colleges of applied arts and technology. However, in

some communities these colleges happen to be located quite a distance from the core city. But the individuals that generally need the retraining are those who are resident in the core city, and by the construction of facilities far removed from those who need it most, you are putting them at a distinct handicap when it comes to trying to reach the facility. In other words, transportation is not necessarily readily available.

I think that it is good to have them located with the colleges of applied arts and technology, but it is not always practical. May I ask the Minister what his policy is concerning this?

**Hon. Mr. Davis:** Mr. Chairman, with respect to the question of the manpower centres, as to whether they should or should not be attached. . . . Really, I think this is a case where we have to have a flexible policy. We have to develop policies that are relevant for the communities we serve. To say we have one hard and fast rule, I do not think makes any sense. I think we have to do it in conjunction with the people who are involved in the area, to determine which is the best way of approaching it.

**Mr. B. Newman:** In other words, no longer will they necessarily be associated with colleges of applied arts and technology, but may be located in the core city rather than outside of the community?

**Hon. Mr. Davis:** I do not know that I can say where they can be located at all. All I am saying is that surely the people involved in this decision must come up with the most logical solution to it.

**Mr. B. Newman:** May I ask, then, Mr. Minister, in case the facilities of the college of applied arts and technology are far removed from the core of the city, will the department consider construction of new facilities solely for adult education, in relationship to manpower, in the core city?

**Hon. Mr. Davis:** I do not know that the department would approve a project that is related solely to manpower. It may be that it would be relevant, if you have it outside the core of the city, to have other programmes as well as manpower, if you were to develop a new facility. I do not think you want to restrict yourself.

**Mr. B. Newman:** Then may I be specific about the case. What plans has the Minister concerning adult education centres in relation to manpower retraining for my own community?



**Hon. Mr. Davis:** I thought this was what the hon. member really wanted to ask in the first instance.

**Mr. B. Newman:** I thought I would get a general policy from the Minister.

**Hon. Mr. Davis:** And the general policy is that we are flexible with respect—

**Mr. B. Newman:** I understand they are all being taken over by colleges of applied arts and technology. My own community happens to be the only one that is not involved in that .

**Hon. Mr. Davis:** Right, we are encouraging this, but does not relate, necessarily, to geographic location. I do not have the up-to-date file with me, but as I recall, about two weeks ago there were some further discussions, not necessarily related to geographic areas, but to costs. I think there was a suggestion to both groups that they sit down and go into those things again. We were concerned about construction costs. I will check this out.

**Mr. Bullbrook:** You say . . .

**Hon. Mr. Davis:** Yes. The question of construction and the question of cost is still being discussed, relative to the St. Clair College programme.

**Mr. Chairman:** Is there anything further. Mr. B. Newman? Does vote 503 carry? Carried. Vote 504. Special Educational Services for the Handicapped. Mr. Reid.

**Mr. T. Reid:** Mr. Chairman, this is one of the areas where I wish to make a particular attack or critique of the Minister's programme. I wish to make a formal statement for the record on this. It is an area in which we are specializing in this whole area of special education. May I title my remarks: "Education as Social Intervention in the Ontario Cycle of Poverty." The position which I want to articulate is this: that the implementation of first-rate education programmes for the three-, four- and five-year-old children born into poverty in Ontario will enable the vast majority of them to be out of the cycle of poverty within 15 years. That is, that these children would become taxpayers as opposed to tax eaters if such a programme were adopted by the present government.

In order to achieve this objective, the Ontario government must first decide that in our society the children of the poor are going to be educated. In my opinion, there

never has been such a commitment by this government. In my opinion, there is not today such a commitment.

**Hon. Mr. Davis:** You do not object if I do not share that opinion?

**Mr. T. Reid:** No. But I document this thoroughly later on. From what the Minister just said, Mr. Chairman, it does not appear that in the near future this government intends to make such a commitment.

**Hon. Mr. Davis:** Mr. Chairman, that is not quite accurate either. I suppose we all try to interpret one another. I pointed out that the concept that the member himself is enthusiastic about, of pre-kindergarten or nursery schools is fine. It is very valid. He is not the only one who has suggested this.

**Mr. T. Reid:** Let me just put this firmly in the record once again, Mr. Chairman. The position I take in this paper is based on a number of research documents and position papers written by experts in the field, which I am not. One of the experts I listened to is Dr. Wilson A. Head, who is the director of research for the Social Planning Council of Metropolitan Toronto. I will quote some very brief parts of a document he has prepared. Dr. Head says this:

The programmes of Canada's complex welfare system have rarely been designed to help individuals and families develop the skills and attitudes to become self-supporting. The children of the poor, particularly those who are to live on pitifully inadequate welfare payments, are badly handicapped in terms of their ability to learn and to compete in educational institutions, and are thus further handicapped from getting out of poverty. In general, the poor are discriminated against in the educational system by being provided poor schools and poor educational programmes. Poverty means that the children of the poor do not attend school as long as other children. They suffer from poor health. They live in poor housing. They become more alienated than the children of middle-class and more affluent groups.

Dr. Head concludes this particular statement by saying:

The poor, while holding no monopoly on the skills and attitudes required to devise new programmes, must be consulted, and their support enlisted, if there is to be any possibility of success. Such consultation has now become a necessary requirement."

With those brief quotations from Dr. Head, Mr. Chairman, I can summarize my line of thought on this issue. Today, the vast majority of the children who happen to be born into poverty in Canada and in Ontario—the figure is still at least one in five—are licked by that simple fact of environmental happenstance. The physical and environmental conditions are corrosive to positive parental attitudes, and deadening to the learning senses of the children. The health of the children is often bad. Thus handicapped, the children enter poor schools, with poor educational programmes in contrast to those available to well-to-do children.

**Hon. Mr. Davis:** With great respect to Dr. Head, I think the last part of this statement is just not factually correct.

Interjection by hon. member.

**Hon. Mr. Davis:** With great respect to the member for Scarborough East, I do not accept that part of it either. But go ahead.

**Mr. T. Reid:** You probably object to the entire thesis I have put forward.

**Hon. Mr. Davis:** Well, I was warned—

**Mr. T. Reid:** I suggest Mr. Chairman, that the parents of the poor feel alienated from the school system which shuts them out to a much greater extent than it shuts out well-to-do parents. Both children and parents feel the school system to be an alien institution in their lives. Learning cannot come from induced negative feelings. As Thelma McCormick, a York University sociologist, comments:

The poverty syndrome is produced, not by economic deprivation, but by a pattern of social relations symbolized and maintained by income differences. Being poor means being powerless, being treated in a variety of contexts throughout one's life. The old Left called these people the *lumpen proletariat* to suggest that they were not just poorer than most, but outcasts too. The probability is high that their children will be outcasts. Everything conspires against them. With few exceptions their fate is sealed before they ever walk across the threshold of school which would have failed them in any event.

The documentation, as the Minister knows, on the comparative survival rates of the children of the poor and the children of the well-to-do in Ontario is conclusive. I do not need to repeat it here in detail. In summary it is this: In Ontario today, if you happen to be

born into poverty, you have only between one third to one half the chance of getting into post-secondary school education than another person of equal ability has who was born into a middle income or wealthier home.

I submit, Mr. Chairman, and I would like the Minister to refute this argument statistically if he can, that the ratio for educational participation gap has not changed for the better over the decade of the 1960s in Ontario, despite the massive infusion of public funds into educational institutions in Ontario during those ten years. A stark way of describing the continuing education participation gap in this province is to say that whereas one third of the brightest children of the poor in Ontario do not survive to the final years of high school, one third of the stupidest children of the rich clutter up our universities.

The basic reason why our educational institutions remain the preserve of the well-to-do half of our population is that the priorities in educational concern, research, and expenditures for the last decade, have been on post-secondary school education, rather than on education at the beginning. It has also, in this province in particular, been on the technical and vocational aspect of secondary school so-called education.

Another way of putting this is to say simply that the basic concern has been with widening and deepening educational opportunity for those young people who survive to the end of high school. The basic concern has not been with the question of who survives to the end of high school. The basic concern has not been with educational programmes in pre-primary and primary school designed to change the social-economic mix of students who survive to the end of high school in this province. It is for this reason, for example, that the expansion of student aid programmes for university and college students in Ontario, and indeed throughout Canada, over the past five years has really amounted to no more than a transfer of disposable income within the well-to-do half of the population of this province.

**Hon. Mr. Davis:** That is not what David Steiger's report of a couple of days ago says.

**Mr. T. Reid:** Let me continue with my side of the case.

**Hon. Mr. Davis:** I just thought I would tell you.

**Mr. T. Reid:** We will get into the didactic and dialectic confrontations. Maybe some



issues will become clear. Let me quote from another study done this summer in Ontario, entitled: "Student Aid and Access to Higher Education."

**Mr. Chairman:** If I could interject for just a moment, Mr. Reid. We are dealing with vote 504, which deals with special educational services for the handicapped. Are you going to be restricting your comments to this general area?

**Mr. T. Reid:** Yes. Except for one quotation—

**Mr. Chairman:** And then we will be going on with the discussion of the sub-headings, the first of them being programme administration. Your comments I think are of a more general nature than that at the moment.

**Mr. T. Reid:** A general nature, Mr. Chairman, and this is probably the single issue that I should be raising in vote 504.

**Mr. Chairman:** Right. Thank you, Mr. Reid.

**Mr. T. Reid:** Just to quote from the study done this summer, which consisted of administering a questionnaire to 8,700 representative high school students in 25 schools across Ontario.

Here is what that study said, Mr. Chairman:

The Ontario Student Award Programme was initiated to insure equality of educational opportunities at post-secondary school level. If this phrase is to be meaningful, it must imply that any student who is capable and wants to have a post-secondary education, is financially able to do so. Yet many young people, because of economic and social factors, never seriously consider going on to university. Large numbers of students never reach the level where they are able to enter university and thus be eligible for student aid, because they give up before then.

The authors went on to note that only the very brightest, highly-motivated, lower-class student gets to the stage where he is able to obtain a post-secondary education. Therefore, conclude the authors of the report, if the objective of the Ontario Student Award Programme is to be really meaningful, the social-economic mix of the students reaching the final year of high school should not be very much different from those who start in the educational system.

In short, present student awards programmes at the post-secondary school level

have very little to do with education of the children of the poor in Ontario society. Now little can be done to change this—

**Hon. Mr. Davis:** This means that you would not support—what was your policy of free tuition—in other words, costs at the universities are not really relevant to the students who are there?

**Mr. T. Reid:** We in this party, Mr. Chairman, have never supported free tuition for university students.

**Hon. Mr. Davis:** This is actually—well, I will not get into it today. But I do not think that is the case. I think at one moment in history not too many years ago, you did.

**Mr. T. Reid:** Well, we will check out the record.

**Hon. Mr. Davis:** Well, that is subject to correction too, but I am only going by memory. I can recall your leader being across the road here, and saying, "We believe in it, but not just yet." In fact, almost at the—

**Mr. T. Reid:** In this province, we get a socially developed mix at the end of high school the same as the social and economic mix in Ontario societies.

**Hon. Mr. Davis:** Listen, I am in complete agreement. I just thought that you were already in favour of it.

**Mr. T. Reid:** The fact is that they—the kids from the inner city of this city, for example—do not even get to the end of high school and become eligible for your silly student awards programmes. You should know that.

Little can be done to change the social-economic mix of young Canadians in Ontario reaching the final years of high school by a continuation of a massive infusion of public funds into universities, community colleges, or indeed into the high schools themselves, in this province. Some semblance of equity in that mix, in the final years of high school, depends primarily on such equity in Grade 8, which in turn depends on preferential educational programmes for the children of the working- and public-assistance poor in this province when they are three, four and five years old.

Mr. Chairman, the rationale behind this argument is twofold. First, it must be emphasized that one essential aspect of the poverty syndrome is that poverty homes produce too many children without adequate words at the ages of three, four and five—without the ability to communicate in the



language of the classroom. Such children have not had the opportunity or the encouragement to pick up the basic skills of communication and understanding of language that are largely a pre-requisite for success in senior kindergarten and Grade 1.

All later learning will be influenced by this lack of basic learning. Having names for things is essential in the learning process. The average child from such a background will have difficulty and constant frustration from the demands of a typical primary school programme in this province. He cannot cope with the change and with the expectations about what he should achieve. He feels inadequate.

No wonder the desire grows to escape from the virtual imprisonment which school comes to represent as he experiences failure year after year. Instead of eight or ten years of primary school, curing the basic handicap of such a child, he has either left school for good, or if he lasts through secondary school, he is probably reading at a level of approximately 3½ years below the expected grade average. Since he literally cannot read the secondary school arts and science textbooks of Grade 9, it is probable that he will shift into truncated occupational streams.

In too many cases the choice is simply to get out of the tough reading courses of the arts and science programmes, which are geared to post-secondary education. A great many gifted children from poverty homes end up in courses below the level of their actual intelligence because they appear to lack the ability. Most simply do not get into the streams of leading to university and many other kinds of post-secondary school education.

Mr. Chairman, a much deeper aspect of what I call the communication alienation between these children and the schools and this society, in terms of what they expect to happen to them, was put this way by a youth street worker in Toronto's Cabbage-town—a YMCA street worker—and he says this:

You see these kids at 13, and you know what might happen, and there's nothing you can do about it. Anything we can do is really only putting on a band-aid. People say these kids just live on a day-to-day basis and don't plan ahead. But they've got nothing to plan for. There's no talk about having careers.

The second part of the rationale behind the argument for The Ontario Department of Education identifying the pre-primary school

level of education as having the first call on public funds in education in this province, has been summarized by two experts on learning in the following way:

First is a quotation from A. R. Jensen. It says this.

Our present knowledge of the development of learning abilities indicates that the pre-school years are the most important years of learning in the child's life. A tremendous amount of learning takes place during these years, and this learning is the foundation for all further learning.

An additional statement by Jerome Brunner supports this concept. Brunner says:

It is not surprising in the light of this, that early opportunities for development have loomed so large in our recent understanding of human mental growth. The importance of early experience is only dimly sensed today. The evidence from animal studies indicates that virtually irreversible deficits can be produced in mammals by depriving them of opportunities that challenge their nascent capacities.

Mr. S. Lewis (Scarborough West): Brunner talks of animal studies?

Mr. T. Reid: These are animal studies. The children who will be in their early twenties, Mr. Chairman, in 1985, in this province, are already born. The vast majority of the 15 per cent of the five-year-olds in Ontario who are not attending school are from poverty and low-income families. Children who were born behind the eight-ball. Disadvantaged children who need preferential pre-primary school education if they are to have a meaningful chance to develop the abilities with which they were born, and have an equal chance in competition in school against the children from more affluent and advantaged homes.

In the world of 1985, it is doubtful that very many of these children will feel like worthwhile citizens and independent members of society. Their process of alienation started the day they were born, and there is still no basic commitment to them by this government before they are five years old, to help them lift themselves up. Nothing is being done for them when they are four-year-olds, which is a time that most learning experts believe to be much more potentially productive than five-year-olds. And our nursery schools in this province have children who are mainly from well-to-do homes where the exact opposite ought to be the case in terms of social priority.

Mr. Chairman, the position I am stating is simply this: Those with power in our society have not yet decided that the children of the poor, the children of those without power in our society, are going to be educated. It is as simple as that. If, at the beginning of the 1960s in this province, there had been a commitment that the children of the poor were going to be educated, there would now be a fundamentally different educational system in Ontario, and here is how it would look now, if our priorities had been straightened out at the beginning of the 1960s.

A much larger proportion of the educational expenditure-pie of this department would now be spent on pre-primary education. For one thing, almost every three or four-year-old, especially from the inner city, would now be in school for at least four hours a day. The best and the highest-paid teachers at any level in education would be teaching the four-year-old who happened to be born in poverty. The best teachers would be teaching the children of the poor. They would have the smallest classes, they would have the largest budgets for out-of-school educational programmes, they would have first call on educational research funds. They would only teach the children five hours a day, thereby giving them, the teachers, plenty of time to work with the parents, both in the school and at home, to teach the parents to be parent-teachers. These teachers would have undergone, Mr. Chairman, a kind of teacher-training programme that simply does not exist in Ontario—a programme that would develop in them the sensitivity and skill to work with young children who are already, at the ages of three and four, beginning to be destroyed.

In short it is the kind of training that develops a person into a first rate street worker in Toronto's Cabbagetown. It would be an educational programme for three and four year olds that would have the backing of their parents, because their parents would have been consulted with themselves the active participants. But this is not the actual educational picture in Ontario today. Today, virtually everything still conspires against children of the poor. The comment, Mr. Chairman, on what I called the federal-provincial *entente* of October, 1966, should fit in here. The October, 1966, federal-provincial *entente* that said adult manpower training and retraining is a federal government responsibility, while education, defined as the imparting of knowledge to a standard curriculum during the period of childhood, adolescence and youth, is a provincial govern-

ment responsibility may have sealed the children of the poor into another deepening cycle of poverty in the province.

Hon. Mr. Davis: Well, Mr. Chairman, just to interrupt here so that there is no misunderstanding. I do not agree that that will be or is the case. But just as importantly my definition of the word *entente* indicates that this was a principle accepted with enthusiasm by the provinces and this is just not actually the case. This was a position determined by the federal government of the day, one that has been maintained by the federal government of today and the Minister in this province and, I think, elsewhere. I still cannot rationalize a distinction between manpower training and other forms of education in the total context of my definition of education. It is something that your colleagues in Ottawa, rather unilaterally determined on this.

Mr. T. Reid: I am a member of this House, sir.

Hon. Mr. Davis: Well, they are your colleagues. They are friends for heaven's sake.

Mr. T. Reid: Not on this issue, they are not.

Hon. Mr. Davis: Well, I am just saying who they are. I am saying they made this determination.

Mr. B. Newman: Always someone to fall back on.

Hon. Mr. Davis: Not somebody to fall back on, but I think—

Interjections by hon. members.

Hon. Mr. Davis: Listen, Mr. Chairman, I will discuss this but I think if the hon. member is going to use the type of descriptive phrase he is using, the federal-provincial government determined an *entente*—this is just not the factual description of the situation. I can recall the determination made very well. The conference was on the Monday. We arrived in Ottawa on the Sunday night. The federal position was prepared, documented, released to the press before we even got around to discussing it. We went up there, Mr. Chairman, to ask for more assistance. We went up to try and prolong certain agreements. We went up there fully anticipating greater support for the post-secondary institutions including the community colleges and we had this *fait accompli* presented to us. That is not my definition, Mr. Chairman.



You are more learned than I am, but it is not my definition of an *entente*.

Mr. Lewis: Perhaps a shafting?

Hon. Mr. Davis: That might be better.

Mr. T. Reid: We did not hear much more than a pipsqueak out of you though.

Hon. Mr. Davis: Well, Mr. Chairman, if the hon. member wants to indulge in this sort of discussion, that is fine. The protestations were really, I think, fairly lengthy. Perhaps they may not have been reported as enthusiastically in the press, I would not know. All I know is that this is the position we took and as did many other jurisdictions.

Mr. T. Reid: Well, if the Minister would allow me to continue. I—

Hon. Mr. Davis: I have no objections to the hon. member continuing, but surely I am the first to recognize this. It is a very important issue. It is very valid. I do not share the point of view relative or related to some of the statistics and his solution and that is, you know, say it is all an educational problem. I do not believe it is. I think there are many other aspects to it.

Mr. T. Reid: The programme I outlined was social acts and community development.

Hon. Mr. Davis: I just do not want it misunderstood by other members of the committee who perhaps are not as involved in this as is the hon. member for Scarborough East, this word *entente* is just not a factual description of what took place.

Mr. T. Reid: Okay.

Hon. Mr. Davis: So perhaps if we can agree on that much we have accomplished something.

Mr. T. Reid: If the Minister objects to that word I will substitute the word agreement, because it was a formal agreement whether or not—

Hon. Mr. Davis: We did. We agreed to the agreement because this was the position taken by the federal government.

Mr. T. Reid: Okay, so we will change that.

Hon. Mr. Davis: That is debatable too.

Mr. T. Reid: You have got an agreement.

Hon. Mr. Davis: That was not an agreement. They just said we are going to do it. Now if you call that an agreement, that is

an agreement. But that is not what I call an agreement.

Mr. T. Reid: Well, the facts of the situation are that the federal government has defined its involvement in manpower training and education in this way and this has been in operation since October, 1966.

Mr. Lewis: You can hardly carry an imposition on the province, and it was at the time.

Hon. Mr. Davis: Quite.

Mr. Lewis: It was absurd.

Mr. T. Reid: I agree with—

Hon. Mr. Davis: Just to keep the records straight, in fairness to the federal government, there were four or five months left to tie up loose ends. I think it took effect on April 1, 1967.

Mr. T. Reid: Well, we should certainly continue. Maybe if we leave out these emotional words that upset the Minister, we might—

Hon. Mr. Davis: It is not emotional. I just try to be as factual as I can, that is all.

Mr. T. Reid: Mr. Chairman, for example, the federal government has opted out of even a co-ordination function and research evaluation in connection with scarce educational experience having to do with childhood education in the ages of three, four and five. It is therefore most unlikely that the federal government has ever addressed its collective mind to the particular problem of using education at the pre-primary school level as social intervention of the greater cycle of poverty. Perhaps it is best that the federal government has opted out. Its ignorance of the use of education as a strategic anti-poverty instrument is appalling as exposed by the educational policies relating to young Indian children at reserve schools. In my opinion, if the federal government continues to want to stay out of pre-primary education for the children of the poor, it should also move over. It should move over and allow the provinces more tax room to finance such strategic war-on-poverty programmes.

I will simply conclude, Mr. Chairman, with this remark. The federal government has opted out of pre-primary school training to lighten education. Is this government going to decide to educate the children of the poor in Ontario or not? In Toronto, for example, which is one of the few large North American cities as yet unaffected by seriously organized



delinquency in its inner-city areas, there is a great opportunity to launch a preventative attack before the problem assumes the unmanageable proportions it has in many American cities. To do this, Mr. Chairman, we must first straighten out the priorities in an effective drive to abolish poverty in this province, and my position is summarized by saying that if our priorities were on education in the beginning and if our priorities included preferential educational, social action, community action programmes for the children of the poor in our society, the allocation of the total funds being spent by The Department of Education this year would be quite different without increasing the total amount involved. I read with dismay, if the story is correct, from the Toronto *Daily Star*, November 18 on the front page:

The province has cracked down on spending by school boards and forbidden, at least for the time being, the use of provincial grants to build new school auditoriums, new junior kindergarten classrooms and new outdoor educational schools.

I object very strongly, Mr. Chairman, to the inclusion of a curtailment, according to this news story, of grants for new junior kindergarten classrooms, especially in the poverty areas of this province. I do not put them in the same category as expensive auditoriums and I object on principle to this being done.

Hon. Mr. Davis: Neither do we.

Mr. Chairman: What have you on this?

Hon. Mr. Davis: Well, I do not know whether, Mr. Chairman, anyone else wanted to discuss this in this way and then I might sort of reply to the total.

Mr. Chairman: A member from the NDP wishes to discuss this general topic.

Mr. Lewis: Would it make you anxious if we heard the reply first?

Mr. Chairman: Carried.

Mr. Lewis: I think the Minister is very eager to reply.

Hon. Mr. Davis: Well, Mr. Chairman, I of course am anxious to reply and I am sure the hon. member for Scarborough West is then eager to reply to my reply, although we have discussed this on other occasions.

I think the first point that has to be made, Mr. Chairman, is that the hon. member for Scarborough East has, for the past number

of years and I think in a very commendable way, attempted to delineate one of the very basic problems which we face. I say with respect that I am not sure he has been completely objective nor does he necessarily hold out all the solutions to the problems. The facts do not support entirely some of the thoughts he has expressed. Once again, in fairness, I think he would accept that this problem is not necessarily original nor is it confined to this jurisdiction. It is a problem that we face right across this country and I think it is a problem we face in most jurisdictions—at least the ones that I know a little bit about.

Look at the figures in the Minister's report, and I like to think they are relatively accurate. You look at the percentage increase in the enrolment of the elementary schools. We are now up to about 93.4 per cent of the age group five to 13. You then look at the very dramatic increase in enrolment at the secondary school level, where we are now at a point of 77 some per cent—a very dramatic increase. It just is not right or factually correct that this increase in enrolment at the secondary school level has been on a percentage basis basically at those areas of the upper- and middle-income groups. This is just not correct.

If there has been an increase—and I think there has been a substantial increase—then I think it has been across the total spectrum of our society. The hon. member for Scarborough East must surely recognize this. The hon. member for Scarborough East has always been somewhat negative relative to the technical and vocational programmes. We do not say they are the be-all and the end-all. But there is no doubt either, Mr. Chairman, that those programmes have, without any question, increased the number of young people remaining within the school systems for prolonged periods of time in a way that has been basically beneficial to them.

Mr. T. Reid: I agree that programme has helped to keep them off the labour market.

Hon. Mr. Davis: If the hon. member wants to be negative in this fashion, then that is up to him. I say this. I think they have benefited from their experience within the school environment. This does not mean the programmes themselves do not need to be changed and altered as we go along. Heaven knows we should be doing it seven days a week, which we are.

Several other points have to be made, Mr. Chairman. I cannot accept the principle, and I am not here to defend the young

people of the middle- or upper-income groups. I do not quite support the theory that the universities of this province are so delinquent in their admission requirements and assessment of personnel that one-third of the students from those groups are stupid and should not be in university, which is what they—

Mr. T. Reid: I did not say that.

Mr. Lewis: He said one-third of the stupidest children of the upper class.

Hon. Mr. Davis: Right. One-third of the stupidest children are presently cluttering up—

Mr. Lewis: Who are you to say who is not stupid and who is in the upper class?

Hon. Mr. Davis: All right, all right.

Mr. T. Reid: Mr. Chairman, I am sorry, but I have got to straighten that one out.

Hon. Mr. Davis: Well that is what—

Mr. T. Reid: Let me read that into the record once more.

Hon. Mr. Davis: Then read it so I will completely understand it.

Mr. T. Reid: I said this: A stark way of describing the educational participation gap is to say that whereas one-third of the brightest children of the poor in Ontario do not survive the final years of high school, one-third of the stupidest children of the rich clutter up our universities.

Hon. Mr. Davis: Fine. I am not prepared to say, because I do not know how the hon. member identifies the stupidest, those who are not as stupid, and those who are not stupid at all. What he is saying, then, is that the universities had admitted a very large number of students who just do not have the capacity—these being from the families of middle or upper income—who just do not have the competence to be in the institutions.

Mr. T. Reid: Mr. Chairman, on a point of order—

Hon. Mr. Davis: Well, is that not what you said?

Mr. T. Reid: What I said was that one-third of the brightest children of the poor do not get to university and they should be there. We should get out of the universities one-third of the stupidest children of the rich who get there.

Hon. Mr. Davis: Mr. Chairman, I do not support this at all. I support without any question—and this has been the direction of our studies—our programmes in getting a higher percentage of students from the lower, middle or whatever group you want to describe it as, into the universities. Surely we are not faced with having those moving into the universities displacing some of those already there—

Mr. T. Reid: Move them into your—

Hon. Mr. Davis: And who is to say that they are not undergoing a very valid educational experience in the universities? who is going to make this judgment? I say, with respect, our thrust should be to see that a greater percentage of students from the lower- or poor-income groups get to university. This I accept without any question.

Mr. T. Reid: What are you doing about it?

Hon. Mr. Davis: But to say that in doing this—

Mr. T. Reid: You are putting them into vocational schools.

Hon. Mr. Davis: Now, just a minute.

Mr. T. Reid: Yes you are putting them into vocational programmes.

Hon. Mr. Davis: Listen. The hon. member is trying to avoid what he has said. I will not accept the principle that in doing this you have to move out students who are presently there. I say, with respect, I do not think he has the capacity to determine who are the stupid students in university.

Mr. T. Reid: But your whole education system judges them every day. Read the Hall-Dennis report.

Hon. Mr. Davis: That is right. That is right.

Mr. T. Reid: —find out what it does.

Mr. Chairman: Order. Order.

Hon. Mr. Davis: If they have passed their Grade 13—no matter what income group they may have come from—and if they have satisfied the admission requirements of the universities in this province, then surely we have an obligation to admit them. That is all I am saying.

Mr. T. Reid: It is a very simple question.

Hon. Mr. Davis: Then let us move on.



**Mr. T. Reid:** No. You have misinterpreted my position.

**Hon. Mr. Davis:** No, I have not. I have not misinterpreted what you have said. You have said exactly what you said again a second time. I just do not believe in moving people out who are already in. I think we should get more people in.

**Mr. Lewis:** . . . his position.

**Hon. Mr. Davis:** That is what he said.

**Mr. Lewis:** They get in on the basis of stupidity, cupidity—

**An hon. member:** And people like Lewis.

**Mr. Chairman:** Order.

**Mr. T. Reid:** Mr. Chairman, the point is very simply this. I want the children of the poor in our society to have an equal chance.

**Hon. Mr. Davis:** We all do.

**Mr. T. Reid:** . . . the children of the rich, and if that competition were taking place now in this province, you would find a lot more children of the poor in Grade 13. They would have out-competed some of the less able children of the rich.

**Hon. Mr. Davis:** Mr. Chairman, it is not that simple. I am one of those who believes that we still need a higher percentage of our total youth population, a higher percentage than we presently have, in the universities of this province. I say very frankly it is not going to be easy to achieve from two standpoints: (a) How do we motivate them? How do we develop programmes that will get a higher percentage of the lower-income young people into the post-secondary experience? (b) How do we raise the capacity of this province to provide the number of student places as we do this? We have made some progress. I do not care what the hon. member says here today. But the increase in numbers or percentage in the age group in universities includes an increase from the lower-income groups in this province. It does, and the hon. member is aware of this.

**Mr. T. Reid:** It is disproportionately low.

**Hon. Mr. Davis:** It is disproportionately low everywhere.

**Mr. T. Reid:** Okay. That is it.

**Hon. Mr. Davis:** Right. All right.

**Mr. T. Reid:** You finally got to the point.

**Hon. Mr. Davis:** Listen, I got the point five years ago.

**Mr. T. Reid:** But you did not do much about it.

**Hon. Mr. Davis:** We think we are. We do not have all the answers. The hon. member asked me with great enthusiasm in the Legislature, "Why do we not just move into Operation Headstart as developed by our neighbours to the south?" One might even say—

**Mr. T. Reid:** Do you really want to get into that one?

**Hon. Mr. Davis:** But this is what you said two years ago.

**Mr. T. Reid:** All right. Go ahead.

**Hon. Mr. Davis:** All I am saying is that there already is sufficient information now to indicate that this type of programme does not in itself hold the answers. The type of programme that that brought about, and if we were to duplicate that, might have a temporary answer in that you develop special programmes for, say, four-year-old youngsters, or three year olds. But if you do not continue this through the total spectrum of the elementary school system, which is not easy to accomplish, then there is no question that many of the students revert to what were their former problems—emotional disturbance, and so on. This was the problem with a number of them. This programme has not been effective. This is what they have discovered. They have discovered that the programme itself really has not improved the mix or the number, certainly at this point.

The other thing which I think has to be stated, because the hon. member did refer to it, is that he is not enthusiastic about the student award programme. I wish he would read David Steiger's more comprehensive report. It is available now. We know it is not perfection. We know that it does not in itself encourage young people who have left or who might leave the school system in Grade 9 or 10. We know this. I can only anticipate from his observations that he will vote against the student award programme when the vote comes up in the Department of University Affairs, and say to the many thousands of young people who legitimately need the kind of help they are getting, even though it is not solving all the problems, that he will of course vote against it and say to the students who



are presently receiving their support that they should not have it.

**Mr. T. Reid:** The point is simply this: If you had a student award programme for students in elementary and secondary schools you would get lots more effect—

**Hon. Mr. Davis:** Mr. Chairman, the other—

**Mr. T. Reid:** . . . student award programme at the secondary level. That is the point.

**Hon. Mr. Davis:** We know this. The other point: Are you going to vote for it?

**Mr. Chairman:** Pardon me for a moment.

**Mr. T. Reid:** The Minister has said I will vote against the student award programme. Of course I am not going to vote against it, because it is giving help to some people.

**Hon. Mr. Davis:** I really did not think you would.

**An hon. member:** It was tongue in cheek.

**Mr. T. Reid:** My point is very simple, and I want this on the record.

**An hon. member:** . . . trying to put words in your mouth.

**Mr. T. Reid:** I want this on the record. I want this on the record—

**Hon. Mr. Davis:** I am sure you will not, Mr. Reid.

**Mr. T. Reid:** If the student award programme in this province were geared to children in the elementary and secondary schools, it would have a much greater impact on who gets to university, than having a student award programme for students only after post-secondary school level. That is my point.

**Hon. Mr. Davis:** The other points, Mr. Chairman, that we have to make so that there is some balance to this—I think they are important—are these: that it does not relate entirely to the programmes that might be developed—are in the process of being developed—in many urban communities. It is trying to come to grips with what perhaps is basically an environmental problem, and I am no expert in this either. I am not going to burden the members of the committee with all the quotations from various people who have written on these subjects, but I think one can fairly state that it is not confined, nor is it a transfusion of money into the school system *per se*, that is going to solve the problem either. It is far more complex than this,

and perhaps involves many other community groups and agencies in coming to grips with it.

The school system itself is making a genuine effort. Right here in the city of Toronto they are developing an approach now that has some indication of success elsewhere. As far as the department is concerned, we are anxious to support this. We do support junior kindergartens. There have been a number developed, as the hon. member is fully aware.

**Mr. T. Reid:** But your grants are for kindergarten to Grade 13 only.

**Hon. Mr. Davis:** Well, Mr. Chairman, if you read the regulations, you will find that, when you put in the total operating costs, you will find a certain flow of money that will assist in the junior kindergarten programme.

**Mr. T. Reid:** Well, why did you cut out the capital grants to—

**Hon. Mr. Davis:** Mr. Chairman, we have not cut out the capital grants *per se* for junior kindergartens. What we are attempting to do is to have the boards determine their priorities with respect to capital distribution to see if there is some other way of doing it. It is very complicated.

With respect to auditorium, there is very little doubt or confusion on that particular issue. I shall attempt to clarify this for the hon. member perhaps in a day or so.

The question, of course, must relate to a total programme for the young people from the lower-income groups. It cannot be confined to the schools. We have to, I think, through the school programmes themselves, do more than we are doing. We know this, but it is easy to say we should do it and it is another thing for the local boards, along with ourselves, to determine just how effectively you do it. And there is no doubt that the development of some of the special institutions has succeeded in doing this. There is no doubt that the greater understanding of knowledge of emotionally-disturbed youngsters and perceptually-handicapped youngsters has helped what we are hoping to do, and have done, to a very great degree in this area. These programmes in themselves are coming to grips, to a degree at least, with some of the very real problems we face.

This is something, Mr. Chairman, and I am not passing off the responsibilities, it is something that the more sophisticated boards in the larger urban centres have to come up with some of the answers too. We do not run schools as a department. We really should be voting on schools for the deaf and the blind.

I think this is the extent of the vote, as a matter of fact. But this is an important area of discussion, and I am quite prepared to discuss it. I am delighted to have any constructive observations that people have. But to say that the department or the government has no interest or that we are not concerned, or that there is not the initiative or the thrust related to the education of young people from the lower-income families just is not factually correct. The hon. member can say that we should be doing more, that we should be doing this or that, and I am prepared to accept any helpful suggestion, but I will not accept, and I reject completely, any thought that this department or the school boards themselves—and I will defend the school boards on this particular issue—are not concerned, because I believe they are.

I believe a number of them are making a very real attempt to find some solutions to the problems. You can go elsewhere and you can say, "Oh well, look what they are doing in the United States." With respect, I think we have a better primary programme in the province of Ontario than in most states of the union.

Mr. T. Reid: That is exactly why the Headstart programme has a higher chance of being successful here.

Hon. Mr. Davis: Well, Mr. Chairman, I hate to be critical of programmes elsewhere. This is perhaps not appropriate. All I say is that this is not the panacea for all the ills—

Mr. T. Reid: I am not talking about a panacea.

Mr. Chairman: Mr. Lewis, would you care to say anything under these general remarks?

Mr. S. Lewis (Scarborough West): I would like to say something. One feels rather stale about it, Mr. Chairman, frankly, and in that sense self-conscious, because we have been over it a number of times. There are just two or three thoughts, perhaps, that I would like to put.

First, there is no quarrel with the fact that universities are middle-class institutions. Everyone knows, in North America, that is the case. That is not a revelation. How you redistribute the composition of your universities is in question. I am not sure that you redistribute it on the basis of intellect. I suspect that you redistribute it on the basis of income by enlarging the possibilities—

Hon. Mr. Davis: But would you not like to think that intellect would be a part of it?

Mr. Lewis: Well, I am sure that it always will, because you will always have your standards of one kind or another. Gradations of stupidity had not occurred to me. But there are, I am sure, other ways of doing it, so that no one is alienated from the university environment. The fact that it is a middle-class institution is well evidenced in the nature of university revolt, so-called dissent, in Ontario today and in the fact that to forge a worker-student alliance in this province is almost impossible, because there is, of course, no common ground. So, on that basic proposition, there is not much disagreement.

And there is really no disagreement with the thesis that the hon. member for Scarborough East is putting, that the disadvantaged child is being further discriminated against by the absence of special programmes. But I am anxious that the concept of pre-primary education as a basic educational concept, not be geared exclusively to the poverty syndrome, because that distorts both the idea of pre-primary education and the way in which you defeat poverty.

Hon. Mr. Davis: Yes, and are there not children, if one is looking at it in its total sense, from non-poverty families, at age three or four, if this is valid, who could benefit from an educational experience?

Mr. Lewis: And is that not the basis on which one argues for pre-primary education? Is that not the primary rationale? It seems to me that Jerome Brunner can do all the animal experiments he wants. There is enough evidence around and the hon. member for Scarborough East introduced some of it. All of us recognize that the creative capacities at the ages of two and three and four, are greater than they ever are between the ages of five and ten and that a learning experience is therefore desirable at a pre-primary level. And I particularly call it a learning experience because I do not want to get trapped into an educational straitjacket again. We are talking about play groups; we are talking about relationships; we are not talking about schooling for kids who are two and three.

Hon. Mr. Davis: Right. Two and three year olds who have a fight with the kids next door are very friendly—that is a learning experience.



**Mr. Lewis:** All right. And so there is usefulness in transporting that learning experience—making it available within the general system without pinning it down to the traditional classroom environment. That is a useful proposition right across the board in Ontario. If there is a serious imbalance in the Ontario educational system, it is only now, in the last few years, that the Minister and his staff and supporters, recognized that vast sums of public money have to go to these areas of education.

Then we have the separate problem, it seems to me, of the ghetto child, who requires an enriched programme, be it of the Head-start quality or any other quality. The ghetto programmes in the United States that are designed primarily for black disadvantage are not easily transferable to the Cabbagetown area of Metropolitan Toronto. In fact, there are enormous distortions involved which have to be dealt with. I do not particularly like the pre-primary emphasis on poverty alone for that purpose, because you know, we have tended to develop poverty classes, classes for the culturally-deprived child, as though this was some experimental group. All your social scientists, all your behaviourists, are having a field day experimenting on three-year-olds and four-year-olds, and in the process destroying the learning environment, not reinforcing it. I am inclined to think that Duke of York and Huron Street and many others that could probably be named, are doing a magnificent job—

**Hon. Mr. Davis:** Hear, hear.

**Mr. Lewis:** —at providing the kinds of reinforcements for the culturally deprived child. This, I think, is where the emphasis comes, because, if you only provide it at age three and four, as an isolated and separate part of your system, then what do you do through the rest of your primary and secondary schools?

When I hear the hon. member for Scarborough East supporting the proposition of student grants for primary school and secondary schools, then I say ha-ha, that is the way in which you ultimately break the cycle of poverty.

When I hear about after-four programmes in the schools right across the board, support for the working mother, major economic infusions, so that the underprivileged kids can go right through from pre-primary to Grade 13 without the economic dislocation that usually accompanies it, then I say all right, that is education as social intervention to

break the cycle of poverty. But to view it purely in its pre-primary sense seems to me to distort the argument because the argument for pre-primary education across the board seems now to be irrefutable and one which should be embraced totally by the department and one to which we in this party give enormous and enthusiastic support.

And as the Minister knows, he has to make a basic decision on priorities for the entire education system and then allocate additional money for disadvantaged areas, just as he has provided additional money for perceptually-handicapped children, emotionally-disturbed children and mentally-retarded children. That is a basic re-allocation of the departmental spending and one does not see the kind of ship one would like to see.

But I have to be the first one to admit that in some of these areas, in the last three or four years, the progress has been most impressive. In 1965 and 1966, in some of the areas, it was absolutely catastrophic. In 1969, at least there is an occasional change for retrieving a child before he falls through the sieve of the education system and is discarded. In a period of three or four years, as one person who felt very deeply about it, I have to admit that there is some useful progress.

We then come back to the basic question which emerged on the vote on social philosophy, about education, which is: What does the system do for a child once he or she has entered? If you want to break the cycle of poverty, that remains the crucial question and that is going to mean a lot more than pre-primary education.

**Mr. R. H. Knight (Port Arthur):** Mr. Chairman, I would like to rise at this time to compliment the Minister and his department for all the progress that I have personally seen in the area of educational assistance to deaf children. Because I have, for the last ten years, been very close to an organization called the Northwestern Ontario Hearing Association. It meets regularly. It is a meeting of the parents of these children and I hear great compliments for what is being done at the school for the deaf at Belleville. I would like to convey the compliments of some 40 families that I know of in the Thunder Bay area, to the department. However, what has been of concern, and will continue to be of concern, is how slow the parents are able to get this special assistance to their pre-school-aged children and I would like to ask the Minister, while I have the opportunity now, whether there are any plans to extend this service, this assistance to chil-



dren of pre-school age. I have one more question after that.

**Hon. Mr. Davis:** Mr. Chairman, we started a programme two years ago of having our staff from Belleville—and we are adding to this—visit the children and parents prior to their entrance into Belleville. We are in the process of extending this service further so that hopefully we can accommodate the vast majority of these students. I can assure the hon. member we include in this the north-western part of the province. We have to get competent people. It is a unique service really. It is one that is not available in a lot of jurisdictions and we think it has been very beneficial to the parents and these young people. We do intend to move ahead with the programme.

**Mr. Knight:** Good. Mr. Chairman, the other question is in the area of the multi-handicapped. In the past year I have had occasion to work with a couple at the Lakehead, who unfortunately have a boy who was born partially deaf, partially blind and handicapped. I must say that when I called it to the attention of the department there was a lot of hustling and bustling. Mr. Clark and his people went to work on it and tried to assist. There was some attempt to have the boy entered at the Perkins Institute for multi-handicapped children in Boston but unfortunately they termed him uneducable and therefore he was rejected. So he is back in his home. That was some six or seven months ago. There is now apparently going to be a 30-day trial period for this child at the education unit in the Ontario Hospital in Port Arthur, and my concern at this point is: What is going to happen after that? I think that perhaps—

**Hon. Mr. Davis:** Let us be optimistic and hope that this may be a solution. I am not guaranteeing this solution.

**Mr. Knight:** I would just like to ask the Minister whether there are any plans to expand this service to the multi-handicapped because I understand that while there are about two or three youngsters from Ontario now at the Perkins Institute, that there are others, like this boy who is now seven years old and has not had the benefit of any special education, in the province who are in a similar situation.

The department may or may not know of them and eventually we are going to have to provide some special services, especially for

those who perhaps are trainable but not educable.

**Hon. Mr. Davis:** Well, Mr. Chairman, we get into a question here of definition. We think that perhaps with some alteration to the programme—say at the school of commerce and one or two other places—we can perhaps assist a number of these. Now whether any one programme can solve or help the child with multiple handicaps, quite frankly we do not know. I think we will continue to use the facilities of institutions and schools elsewhere, if necessary, to do as careful an analysis or assessment as we can. I do not think we see, at this point, the development of a special institution in this province *per se* for the multiple-handicapped child in that I think that we can accommodate the majority of them in some of our existing facilities. We just have to be optimistic that the child—and I am somewhat familiar with some of the facts of it—that the child can respond at the Ontario school. I hope so. Who knows at this stage?

**Mr. Knight:** Would there be any possibility, Mr. Chairman, of possibly seeking some co-operation with other provinces? Perhaps Ontario alone does not have a sufficient number of such cases, but perhaps in Canada, the combined needs of all ten provinces might make possible for some form of co-operation. We could pool resources and efforts and knowledge to make such a facility available under Ontario's leadership.

**Hon. Mr. Davis:** Well, actually, we are doing this with respect to the blind and the deaf now. We have students from out of the province at both of these schools.

**Mr. B. Newman:** Do we have a post-secondary school institute for the deaf?

**Hon. Mr. Davis:** No.

**Mr. B. Newman:** Are there plans for such a facility?

**Hon. Mr. Davis:** Mr. Chairman, I just do not want to say that we are going to. We are looking. It is quite intriguing, the possibility of a programme at one of the community colleges for deaf children. There are also a lot of deaf adults. I do not want to go into too much detail because we are not sure, but it is a kind of exciting possibility.

**Mr. B. Newman:** I think the comments by the hon. member for Port Arthur concerning a facility on a Canada-wide basis for those

with special handicaps is one that really merits a lot of consideration. Our students now attend the Galaudette Institute in Washington, whereas there may be sufficient numbers throughout the length and breadth of Canada to merit one national facility in Canada that could accommodate them.

**Mr. Chairman:** Is vote 504 carried?

**Mr. Lewis:** Has there been a concerted effort to move the experimental work that is being done in some of the inner-city projects into the suburban middle class? Have there been efforts to relate the two? What seems to me that has happened is that in the last three or four years we have begun to develop some interesting and useful education techniques in the downtown areas that have real relevance outside in the more traditional system. Nothing would please me more than to send my kids to Duke of York, and I am sure that that is true around the city.

**Hon. Mr. Davis:** Mr. Chairman, I cannot really comment on what the individual boards have done but I think one can almost sense some reaction on the programme at Thornlea Secondary School as it relates to some of the programmes and experience at Duke of York and elsewhere, which then is being translated on a provincial basis—

Interjection by an hon. member.

**Hon. Mr. Davis:** —the question of greater flexibility, freedom, more involvement of the students. Now the one thing it has not done is solve the question of ratios.

**An hon. member:** Of what?

**Hon. Mr. Davis:** Of student-teacher ratios.

**Mr. Chairman:** I think this disposed of vote 504. Carried?

Some hon. members: Carried.

**Mr. Chairman:** Carried. Now gentlemen, at this particular time, the beautiful young girls in our *Hansard* office are wondering whether or not they should report for duty after the dinner hour.

**Mr. Lewis:** Mr. Chairman, I know that the hon. member for Sarnia and the hon. member for Peterborough both wanted to say something about community colleges, and they cannot be back till this evening.

**Mr. Chairman:** Perhaps one of the attendants would be kind enough to go up to the

*Hansard* office and tell them that we will be sitting this evening.

Now to vote 505, Continuing Education, General Expenditure. I think we will start on this debate, item by item. Programme Administration on page 53. Mr. B. Newman.

**Mr. B. Newman:** Mr. Chairman, in this vote, are the programmes and courses that are being given in the various community colleges decided on at a local level, or does guidance come from the department?

**Hon. Mr. Davis:** Mr. Chairman, it is really a combination of the two. The local colleges themselves initiate some of these things. These are subject to consideration by the department and the council, to see that there is not a duplication of programme—that there are some general provincial standards so that a certificate in engineering technology at College A will have the same relevance as a certificate in engineering technology at College B. So it is, to a degree, an interaction between the college itself and the Council of Regents and the branch within the department.

**Mr. B. Newman:** Are there minimum numbers of students that must be available for the course before the course is given?

**Hon. Mr. Davis:** Yes. Mr. Chairman, we have some guidelines but we are not hard and fast on it. I think the boards of governors in the individual colleges recognize that you cannot develop a new course with four or five students. It has to be economically logical as well as educationally valid. So we try to retain a high degree of flexibility.

**Mr. B. Newman:** Well, in some instances, even though there are only four or five students, it could still be economically viable if a member of the staff is simply assigned an additional programme, so that you are really not taking on any extra staff, but you are accommodating the four or five students.

**Hon. Mr. Davis:** Yes.

**Mr. B. Newman:** As far as the college is concerned, I think it does a very good job. I can speak for the one in my own community. It makes available a phase of education to youngsters that would not be available if the college was not in the community. I can only speak most highly of what it is doing in my community, Mr. Chairman.



**Mr. Chairman:** All right. Adult Training, item 4. Grants to Colleges of Applied Arts and Technologies, item 5.

**Mr. T. Reid:** Mr. Chairman, I was wondering if we put over Grants to Colleges of Applied Arts and Technologies till this evening, and go on with some of the other grants.

**Mr. Chairman:** Well, I think out of fairness to the members of the committee who are here, Mr. Reid, we should go on and continue, as we have been doing right through this whole schedule, as they appear on the sheet.

**Mr. T. Reid:** We could not take Ryerson first, though? Ryerson is the next sub-heading.

**An hon. member:** Sure, go ahead. Get it over with.

**Mr. Chairman:** Do we have the agreement of the committee to take Ryerson before the community college grants?

Interjections by hon. members.

**Hon. Mr. Davis:** Why do we not do them in order?

**Mr. Chairman:** Maybe we should do them in order, yes. Mr. Knight.

**Mr. Knight:** Mr. Chairman, this has to do with community colleges.

**Mr. Chairman:** Yes, that will be fine.

**Mr. Knight:** I would like to refer to a problem that was brought up to me specifically through a student, who was a spokesman for a number of students at Confederation College at the Lakehead. I could read his letter. It is very short, and it spells out the problem better than I can, and I would like to get the Minister to reply.

Dear Sir:

It has come to our attention that a number of universities in Ontario are refusing to recognize the province's government-sponsored community colleges like Thunder Bay's Confederation College of Applied Arts and Technology. The word "recognized" is used in regard to the student community college admission into universities. Apparently the universities consider one year of high school, Grade 13, better academically than two years in a community college. Faculty qualifications alone make this a completely ridiculous assumption, as we have a number of lecturers with MAs and many others doing

post-graduate work. Since this would appear to be an inequitable situation, any consideration or assistance you can give us in having the situation rectified will be very much appreciated.

Trevor Davis,  
Arts Society.

Now I think the problem is pretty clearly spelled out, Mr. Chairman, and I wonder if the Minister would explain to what extent this is happening, and how much truth there is in the suggestion in this letter.

**Hon. Mr. Davis:** Well, Mr. Chairman, it is complicated from the standpoint of the great number of courses at the community colleges and the desire of the universities, I think, to be flexible in this regard, and yet at the same time, retain some standards of admission. The policy was announced by the universities whereby they would accept graduates from the community colleges and from Ryerson. This was clearly stated, and we checked with the secretary of the committee of presidents to see if there had been any change in this policy, and there has not. Now this does not mean that if you take some courses at the community college, perhaps a year's course or some of the short-term courses, that this will necessarily do it.

But let me take Ryerson as an example. The graduates from the three-year engineering technology programme, even prior to this statement, were admitted into Queen's, University of Toronto and two or three other universities, in the second year of the engineering programme. This was really a pattern before some of the community colleges got into operation.

Now we are going to communicate to these students, and see just what courses they are in, and whether perhaps there is a lack of understanding on the part of either them or the universities, related to the specifics of those courses. That is why it is very hard, Mr. Chairman, to speak other than in general terms, because the policy of the universities, as we understand it, is to accept qualified graduates from the community college programme. But this does not apply to every course. There are courses, for instance, in Sheridan, at Brampton, that could relate to design courses and so on, that perhaps would not be recognized as one of your technology courses would be recognized.

**Mr. Knight:** Well, I think applied arts is—

**Hon. Mr. Davis:** Yes, and it depends on what arts course within the applied arts



branch. Mr. Chairman, we will be checking it out with the students. I guess I have visited most of them and chatted to a lot of the students. This is the first complaint, I think, that we have had in any sort of formal or even informal way, in some months. So I will find out about it.

**Mr. Knight:** Well, Mr. Chairman, then I suppose the Minister would like to receive this letter—

**Hon. Mr. Davis:** I have it.

**Mr. Knight:** —and investigate the situation.

**Hon. Mr. Davis:** I have it already.

**Mr. Knight:** You already have it?

**Mr. K. C. Bolton (Middlesex South):** Mr. Chairman, I have some questions to ask that relate to a community college and an adult retraining centre in London.

**Hon. Mr. Davis:** That would be Fanshawe College, I assume, sir.

**Mr. Bolton:** Yes. Now I am not sure that I am correctly informed, but I believe there is some prospect of the adult retraining centre being taken under the wing of Fanshawe College.

**Hon. Mr. Davis:** Yes, I believe this is correct.

**Mr. Bolton:** If that is so, I'd like to ask—I am not quite sure how to phrase it, so—

**Hon. Mr. Davis:** Well, I may not know quite how to answer, so you try.

**Mr. Bolton:** I will tell you the story that I have, and then see just how this may be correctly dealt with. My information about the adult retraining centre in London is that at the moment there is a great deal of tension between those who are concerned with training and those who are concerned with education.

**Hon. Mr. Davis:** May I just interject here, sir, that there is a lot of tension in the educational field, no matter what institution.

**Mr. Bolton:** Yes, Mr. Chairman, having spent nine years in the university, I understand precisely what the Minister means. But the basis of this tension is what concerns me in terms of the students, because the focus of it appears to be: who shall decide what person is educable and who is trainable? As I understand it, there is a great deal of concern about whether or not those

who make this decision are adequately trained for the serious decision which they make.

**Hon. Mr. Davis:** You are referring, shall we say, basically to the guidance people in the manpower centres, sir?

**Mr. Bolton:** Yes, and the people who are actually engaged at the adult retraining centre in London itself. I question the qualifications of those who have that responsibility.

**Hon. Mr. Davis:** If we are talking about the same thing, and I think we are, if we are talking about the personnel in the manpower centres who will try to guide and direct the people who are referred to them, we call them the federal referrals, these staff people are employees of the federal Department of Manpower. Their qualifications and their directions come from that department. Obviously, we are interested in what they are doing, as they are interested in what we are doing. But they are basically the responsibility of the federal Department of Manpower.

**Mr. Bolton:** And I suppose if this school is moved into Fanshawe College there will be some change in the procedure.

**Hon. Mr. Davis:** No, there will be no change in procedures. It would be partially one of administration and one of perhaps geographic location, with the use of ancillary services. There may be some things that the college could offer in the way of ancillary services that would not be available in the Manpower centre. Certainly, there would be, in the field of the training programme, for example, or the academic experience, there would be people on staff at Fanshawe who would be involved in the giving of these programmes. This is why we think it makes sense in some communities to have a very close relationship between them.

**Mr. Bolton:** Thank you.

**Mr. B. Newman:** Mr. Chairman, I want to ask the Minister, concerning the hiring of staff at the community colleges: Who decides that? Is it the community college's responsibility?

**Hon. Mr. Davis:** Yes, it is the college itself.

**Mr. B. Newman:** Is there a reason why they are advertising in United States papers, Mr. Minister?

**Hon. Mr. Davis:** No. Unless, in your particular community there is some particular

course, or they feel there is some expertise needed. If they are, it is the only one we know of that is advertising for staff. Was it in the Detroit *Free Press*?

**Mr. B. Newman:** It did strike me as being strange that I have seen two of the community colleges advertising in Detroit newspapers.

**Hon. Mr. Davis:** For staff?

**Mr. B. Newman:** Yes, for staff. I thought that surely there should have been enough staff available on the Ontario, or even on a Canada level, if not on an Ontario level.

**Hon. Mr. Davis:** They are advertising? You know, I guess it is confined to their own particular geographic site. The experience of the majority of colleges is that they really have not found difficulty in getting staff. As I say, there may be a particular thing in Windsor. I do not know.

**Mr. B. Newman:** May I ask of the Minister if arrangements are being made now with the university people so that those attending community colleges will be able to transfer their credits into education courses when and if education is taken over at the university level. Today, a student attending a community college can go to a teachers college. But if the universities take over teachers colleges, then what happens?

**Hon. Mr. Davis:** In other words, the student today who completes the two years in a community college in certain courses can move into and enter the teachers college. What you are asking is that when the teachers college becomes integrated, say in Windsor, can the student who takes two years at St. Clair College and who would otherwise have been admitted to the teachers college if it had remained on its own, be admitted now to the university? I would think that without in any way encroaching on the rights of the universities to determine admissions, that we can solve this problem, yes.

**Mr. B. Newman:** I have had inquiries from students who planned on attending St. Clair College, and who were a little disturbed that they would go there for the two years and then, because of the takeover by the universities, not have the opportunity to complete their education at the university.

**Hon. Mr. Davis:** I do not think that will be a problem.

**Mr. B. Newman:** Good.

**Mr. Chairman:** Mr. Reid, Scarborough East.

**Mr. T. Reid:** I would like to ask the Minister about the problem of what union is to represent the teachers in the colleges of applied arts and technology. Could he comment very briefly on that issue?

**Hon. Mr. Davis:** Mr. Chairman, I do not think I can add anything to what I said in the House when I was asked about this. It is a matter that is complicated. Part of it at least is before the courts for determination, and there is really not much that I can usefully add until this is finalized. The situation is confused.

**Mr. T. Reid:** Does the Labour Relations Board have the right to rule on this?

**Hon. Mr. Davis:** This is a matter of legal opinion. Some say yes, some say no. This is part of the determination that is before the courts right now.

**Mr. T. Reid:** Do I understand correctly that as long as this matter is before the courts, it would be—

**Hon. Mr. Davis:** Very difficult to legislate or to alter it. I cannot give any indication—

**Mr. T. Reid:** Well, the particular piece of legislation I had in mind was teacher representation on the boards that govern the colleges of applied arts and technology. Do I understand correctly that because the Labour Relations Board is ruling on this matter, that the teachers cannot sit on the boards of governors of the colleges in which they work?

**Hon. Mr. Davis:** No, I do not think that is a related thing. This would be just a very non-legal opinion, but the fact that it has not been determined who will be the bargaining agency or organization, I do not think is involved in the question of whether a faculty member can be a member of the board of governors of the institution. I do not think that is—

**Mr. T. Reid:** I understand that if they are civil servants they could not be, as opposed to members of the teaching profession.

**Hon. Mr. Davis:** That is no reason. I do not think this has ever been raised.



**Mr. T. Reid:** Another question related to the question which the hon. member for Port Arthur brought up—

**Hon. Mr. Davis:** Excuse me. I should point out no matter how it is at the moment, I do not think really anyone is suggesting they are civil servants. It is a question of whether they are Crown employees and there is a distinction between being a Crown employee and being a civil servant.

**Mr. B. Newman:** Or being an autonomous member of an autonomous teaching profession.

**Hon. Mr. Davis:** Right. What is an autonomous teaching profession?

**Mr. T. Reid:** The problem of the accreditation or the evaluation of students in a college of applied arts and technology for admission to the university is only one part of the problem, which the Minister knows. There is the problem of a student who wants to transfer from one college of applied arts and technology to another college. Could the Minister enlighten me on how this is done on a systematic integrated basis?

**Hon. Mr. Davis:** The problem usually arises—and it has not happened too often—if a student perhaps is going to change courses and there is some difference in course between one college and another. If a person is in engineering technology, for instance, at College A, in first year, and passes, there is really very little difficulty in moving into College B in the second year if the family happens to move or something of this kind.

If he is in a course that may be offered in College A, and not in College B, but he feels there are certain credits that should be given to him related to some other course, this is something the colleges themselves really have to sort out and determine. There is no hard and fast rule in this regard. It is something that hopefully the new college the student is going to will attempt to evaluate and give recognition to whatever course material that student has had.

**Mr. T. Reid:** But would it not be more efficient to have this type of evaluation done centrally, perhaps under the Council of Regents, rather than having each individual college of applied arts and technology involved in its own individual assessment of the other colleges?

**Hon. Mr. Davis:** Well, no. But this is what you said about teacher training. You have to involve yourself in the individual assessment of the student. There is such a variety of courses that I do not know if you could centralize it to pre-determine these things. You might be doing the student a disservice. I recognize that it would be more efficient. I do not doubt that.

**Mr. T. Reid:** I think that over the next five years this is going to become an issue that will have to be—

**Hon. Mr. Davis:** I do not think so, because I think College A does not know all it should about College B, but it knows more today than it did six months ago. I do not think there is any doubt that the colleges will have a greater awareness of what one is doing. Perhaps then the problem will tend to diminish rather than increase. The numbers may increase, but I think the communication and recognition and understanding of what other programmes are doing will improve. This has been true in the university development. The universities today have far greater understanding and are prepared to give recognition to other university courses and other institutions to a greater extent than they did some years ago. I mean, they are still a bit sticky, but they have improved.

**Mr. T. Reid:** They still have a long way to go. Another observation, and perhaps the hon. member for Port Arthur is aware of this. I was speaking to someone in the Lakehead about this and I was told that you have a high school in the Lakehead which has extensive educational television and you have at Lakehead University extensive television equipment—again paid for partially, not wholly, out of public funds—and then there is, I believe, a college of applied arts and technology—

**Hon. Mr. Davis:** Confederation College.

**Mr. T. Reid:** —and they also have expensive education television equipment. I think there is duplication in production facilities as well. This really does bring up the whole point of the integration of capital equipment expenditures in all three areas of education; secondary school system, college of applied arts and technology system and the university system. My understanding is that all the TV equipment, in each of these three areas in the Lakehead, is being under-utilized today.



Hon. Mr. Davis: Mr. Chairman. Firstly, I am not sure that we are talking about the same kinds of equipment at each institute. I think that the equipment at one of the high schools is not, shall we say, that substantial. There has to be, I think, in the future, a closer relationship between—not just for television equipment, but perhaps more importantly in the field of computer use—the community colleges and the universities. This, in fact, is being done under the programme we have now developed, whereby

these things are being assessed by the committee on University Affairs. I have heard of this complaint at the Lakehead but there are also those who will say, "Listen, we cannot get enough time as it is with respect to the use of this equipment." That is the other side of the problem.

Mr. Chairman: We will recess until 8.00 o'clock.

It being 6.00 o'clock, p.m., the committee took recess.









S-20



ONTARIO

# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Education

Chairman: Mr. John R. Smith, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Tuesday, November 18, 1969

Evening Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Tuesday, November 18, 1969

Continuing Education	
Grants to Colleges of Applied Arts and Technology, etc. ....	S-487
Community Services	
Youth, Recreation, and Leadership Training .....	S-498
Public and Regional Library Services .....	S-501
Youth, Recreation, and Leadership Training .....	S-502
Motion to adjourn, Mr. Chairman, agreed to .....	S-503



## LEGISLATIVE ASSEMBLY OF ONTARIO

## Education and University Affairs Standing Committee

TUESDAY, NOVEMBER 18, 1969

ON THE ESTIMATES—DEPARTMENT  
OF EDUCATION  
(continued)

The committee met at 8.05 p.m. in committee room 1.

**Mr. Chairman:** Gentlemen, the meeting will now come to order. We are on page 53, item five, grants to colleges of applied arts and technology. The member for Windsor-Walkerville.

**Mr. B. Newman (Windsor-Walkerville):** Mr. Chairman, just to start it off. One of my colleagues asked me to ask of the Minister of Education (Mr. Davis) concerning the courses that were held at the college of applied arts and technology in Sarnia. Who approves of courses such as the occult arts?

**Hon. W. G. Davis (Minister of Education):** Is that on in Sarnia?

**Mr. B. Newman:** I beg your pardon?

**Hon. Mr. Davis:** Is that being offered at Sarnia or is it Centennial?

**Mr. B. Newman:** I do not know where it was offered, Mr. Minister, but it just sounded kind of strange and some of these weird and odd courses that—

**Hon. Mr. Davis:** Mr. Chairman, I think this was raised once before. Those courses such as that are extension courses. They are developed by the college itself and the most important point to be made is that they are self-sustaining. We do not pay grants.

**Mr. B. Newman:** Recreation really, is it not?

**Hon. Mr. Davis:** It is, shall we say, an interesting course, perhaps.

**Mr. Chairman:** The member for Peterborough.

**Mr. W. Pitman (Peterborough):** Thank you. I wonder if I could ask a number of questions

about the colleges of applied arts and technology. Once again, I would like to ask when the Minister is going to change the Act. This is the Act which governs the colleges. I would like to see a little more realistic role of the board of regents. I think that there is a great deal of questioning and a great deal of concern on many people's parts on just who makes the decisions about the community colleges or the colleges of applied arts and technology. I think there is a great deal of suspicion that perhaps more of the decisions are being made by the administration.

**Hon. Mr. Davis:** I thought you were going to use the word "concern". Oh no, it was worry, that is right.

**Mr. Pitman:** Oh, no, you were worried about my use of the word "worry".

**Hon. Mr. Davis:** Oh, yes, that was it.

**Mr. Pitman:** I will now use that word concern to accommodate the Minister and not to alarm him overduely.

**Hon. Mr. Davis:** I was thinking of your ulcers. That is all I—

**Mr. Pitman:** Pardon?

**Hon. Mr. Davis:** I was thinking of your ulcers. I did not want you worried.

**Mr. Pitman:** I do have ulcers, but they could not be caused by the Minister. However, I would like to suggest that this legislation perhaps be straightened up a bit and I would like to see the role of the board of regents identified a little more specifically. For example, it was my impression that the board of regents does not have a chance, for example, to see the budgets of the various colleges. They do not really have any idea of what exactly is going on in these colleges. In other words, I think when the board of regents was set up originally they were, in a sense, almost at the mercy of the administration because they really did not know what was going on. But I would like to see a

little bit more involvement of the larger community and I think the board of regents could be the method by which this could take place. I think as well as that probably the board of regents needs to be widened. I would think that it would be a much more effective body if there were representation from the teaching staffs and students in the colleges—some form of representation from that group. I think it would be to the advantage of the board of regents, because it is in a sense a board of government for all the community colleges across Ontario. I think there should be far more input. I think there should be representation on the part of the presidents of administration of the colleges of applied arts and technology.

**Hon. Mr. Davis:** Just to pursue this a little bit, Mr. Chairman. I draw an analogy sometimes about the committee on university affairs. Not to go into this in great length tonight but the feeling there has been that to have the president from a university on the university affairs committee perhaps would not be a wise thing.

**Mr. Pitman:** But it has a different function I think.

**Hon. Mr. Davis:** It does not. But the point is, should the development of the council of regents be heading in a general direction, in other words, are we going to move to a formula? We are looking at it. Should the council of regents be acting in a manner somewhat more comparable in this area to the committee on university affairs? I do not know, this is the thing.

**Mr. Pitman:** If a change takes place in its function, I think it is a good reason for changing the membership. But I am very pleased to hear the Minister say that he has some direction in which the board of regents is going. If it is going to be a committee like the committee on university affairs—

**Hon. Mr. Davis:** Of course, you know we are not adverse to making changes now, but we also are interested in seeing what determination the post secondary study commission might have in the total area.

**Mr. Pitman:** But I think the problem is whether the board of regents can be compared to the committee of university affairs. I think you have on that committee people who know something about universities. They are conversed in what goes on in universities. They are aware of the programmes and they

are aware of the expenses and the costs. But I get a feeling the board of regents, although they may be made up of very intelligent men and very aware men in the business world, do not really have their finger on the pulse of the colleges of applied arts and technology.

**Hon. Mr. Davis:** That is right. Your chairman, for instance, who is present today or the principal of Ryerson. We have lost a member from the council of regents unfortunately who is going to be the new president of Algonquin. Not to go down through the whole list, but the former Dean of Atchison College is not really totally unfamiliar with some of the situations and there are two or three others who have had some involvement in the field of education.

**Mr. Pitman:** I think, though, and it is certainly an impression I have had in speaking to individuals who belong to this board, that I do not think that they are, in a sense, involved to the extent which people who are in the university are.

**Hon. Mr. Davis:** No, I agree with this, I do not think they are at this point.

**Mr. Pitman:** The thing which I see is a kind of a board which is almost disoriented from the community colleges. Then you have your administration which does have its finger right on the pulse. I do not think there is enough interplay between the board itself and the administration of these colleges. In other words, I do not think that the community involvement is very effectively achieved. I think it would be more effectively achieved if the board of regents had more opportunity to sit with people who are in the community colleges—a part of the faculty, a part of the student body. I think it would be a better thing.

I would like to mention also, the boards of governors at each of the colleges. I am sure the Minister, particularly after the legislation which we expect to see sometime in this session, on the College of Art, especially after—

**Hon. Mr. Davis:** Maybe this week even, I am told.

**Mr. Pitman:** There is a great chance I am sure. But surely after this report has come down and has been placed in the legislation by the Minister, after all the events that he has seen take place in post secondary institutions across the province, surely the Minister is conscious of the fact that the boards of governors of the colleges of applied arts and technology really do no longer correspond to

what one would expect is a post secondary institution in Ontario.

The Minister is going to say, or maybe he does not have to say, that there has been no unrest in the colleges of applied arts and technology. That to some extent the young people in these colleges of applied arts and technology are perhaps vocationally oriented and are not as likely to be drawn into these kinds of confrontations as people of our university community. I am not sure whether this says a great deal for or against the student body in these colleges.

**Hon. Mr. Davis:** But does it not say this: The colleges have worked out—perhaps not a permanent situation—but a method of operation involving the students which a number of colleges, really in a very significant way, may be every bit as good at participating the way you might suggest.

**Mr. Pitman:** Let me suggest this first, and then the Minister—

**Hon. Mr. Davis:** I think I know what you are going to—

**Mr. Pitman:** —can take a run at it, and I am sure the Minister knows what I am going to suggest. Here again I think that it would be terribly advantageous for the board of governors to include people who are on the faculty of the colleges of applied arts and technology and also people who are in the student body of these organizations. I am not sure just what one has to do. I think one has to change the legislation to allow it.

I am not suggesting that we should go around and force a single pattern on every college of applied arts and technology in the province. I would say in this case that permissive legislation could be created which would allow the faculty, members of the student body and the community to take part in the decisions that are being made at the board of governor level.

I am just suggesting that more and more it will be inappropriate for a board of governors not to include these groups. Particularly as you have seen what has happened across the street here. One would not have expected such a radical report to emerge from my *alma mater* across University Avenue. I do not know how the Minister, after seeing that report, could possibly look at the board of governors in the community colleges and be satisfied that this represents the final answer.

**Hon. Mr. Davis:** I would like to say this, Mr. Chairman. I accepted the proposition

many years ago that nothing represents the final answer in education.

**Mr. Pitman:** I am delighted to hear that and I hope that he would encourage legislation which would allow the kind of democratic developments which we have seen take place in the universities and which we are certainly going to see take place in the high schools. I simply ask him to open up the gates in this particular area and make it possible for these institutions to get into the swing of things—you might say in liberalizing and making the institutions far more open and giving a greater opportunity for all to take part in the input.

There are a number of other areas which I would like to discuss. One of them for example, is the whole area of employment. Much of the success of the community colleges, or the colleges of applied arts and technology, will be determined by Ministers who are not very close to the Minister of Education. I know the fear is, in some areas, that the community college will be a kind of immigration office unless there are economic developments within these communities which will provide employment for those who are emerging from these colleges. Once again we are back to the chicken and the egg. I think that we will—

**Hon. Mr. Davis:** I will not raise real property tax—

**Mr. Pitman:** I know. But I do suggest that somehow or other we have to relate the community college development to the total regional development of this province. I would like to see a greater integration of the Minister of Education and his department with what seems to be going on in The Department of Municipal Affairs.

**Hon. Mr. Davis:** And The Department of Transport and—

**Mr. Pitman:** And The Department of Trade and Development, although whenever I mention The Department of Trade and Development I get a little bit apoplectic, so I will try not to get involved with that particular area. In all seriousness, Mr. Minister, in the final few moments of the estimates of the department, I do think that, in a sense The Department of Education has to relate itself far more directly to the economic development in these various regions.

I think it would be a sad thing if, you might say, putting community colleges all across Ontario, these growth points failed



to grow and were simply used as an immigration office to which all these community colleges turned people over to the Golden Horseshoe and the Toronto area.

I remember an official of The Department of Education, many years ago, when I was on a principals course making a very impassioned plea for the development of Ontario, and how the Robarts programme was an attempt to infuse new life into areas outside the large urban centres. I saw some difficulties in that particular development because I was sure that no educational programme was necessarily going to bring to life the agricultural community of Ontario. Nonetheless, I must say I was tremendously drawn by the kind of missionary zeal of this official who was determined that we were going to reverse this urbanization process.

Here again, I think The Department of Education is involved in this and I would hope that the Minister might consider various ways and means by which we could relate The Department of Education to other areas. Perhaps more directly—this is another point altogether—one of the things which did bother me was when some of the people came out of the colleges of applied arts and technology and were not accepted into some of the areas of employment.

I brought this to the Minister's attention some time ago in The Department of Social and Family Services, which of all the departments should have been dancing on the table because the colleges of applied arts and technology were finally bringing into this field people with certain skills that were not available in the past. Strangely enough this was the department that had not apparently integrated its activities with The Department of Education. You have social service courses in the colleges but only a small handful of people were hired from this programme. I think this has a very unfortunate effect. I suppose you can say that there is nothing that succeeds like success and the Minister has still got his colleges. In fact he was trying to have some applicants go off somewhere else—

**Hon. Mr. Davis:** —debates of two or three years ago when some of your colleagues—

**Mr. Pitman:** I am sorry some of my colleagues are not here to defend themselves and I am not going to try and defend them or provide a defence for them.

But I do bring this matter up in other areas. Have we been able to do something about this. Has it been made clear to The

Department of Social and Family Services that these people have a place in the pyramid of services that are provided? Perhaps not at the top, but at least somewhere in that pyramid.

**Hon. Mr. Davis:** I think there is a general recognition of this. It is getting much better.

**Mr. Pitman:** —that we should be spending money, putting up provincial money for all these various social services across this province. We provide them with people who have skills that they can use and then they put their hands up and say we do not have a place for them. I suggest that something has gone wrong. Either we are not providing them with the right skills—and I do not think that is the truth . . . I was very impressed by what was being done in that course in the college when I went to witness their activities.

I simply say that government departments have a responsibility to do something about this.

I am interested in another area—the role of community colleges in the area of adult education. I say this again and again. This is perhaps the area where we are going to have the greatest expansion in the next 20 years. I would like to see a far more active role played by the colleges in providing a focus for all the adult education that is going on in the area now. I realize that there are so many various groups who are involved in adult education, but surely there can be some co-ordination, surely there can be some direction given and most of all I think these colleges can provide a consultative service for people in the area, who are looking for various sources of adult education and opportunities in this area. I just hope that the concept I think was the view of the Canadian Association of Adult Education had of the community colleges, that they would be adult education centres and relate with what the YMCA was doing and what the school boards were doing and integrating and co-ordinating. There would not be the degree of ignorance about what opportunities there are and also the phasing of opportunities in this area.

I am wondering what the Minister is doing about this one problem which I see and I am not worried. I am not sure whether I am even exhibiting concern. I am just interested.

**Hon. Mr. Davis:** I should never have made that speech in Ottawa quite the way I did.

**Mr. Pitman:** You certainly have given me something to think about. I will say that studies taken of those going to the community colleges would indicate that there is a certain degree of social cleavage between those who are going to universities and those who are going to colleges of applied arts and technology. I think this is a matter which the Minister has to take into account.

For example, one study I know indicated that those who were of a lower economic grouping tended to be the ones who had the higher marks. That is they were more likely to have high marks than those who were applying from a higher economic grouping, which would indicate that decisions were being made somewhere in that system that those who were of a higher income were going to university and some of those who were in the lower income were going to colleges of applied arts and technology.

There are a number of reasons for this. I am not suggesting that they all got stuck into four-year courses because they were poor. I am not suggesting that there has been any form of discrimination within the education system. But I do suggest it indicates to me that in Grades 9 and 10 particularly young people are forming opinions of where they should go and at least one of the factors may very well be economics. The other factor may very well be what I am sure the member for Scarborough East (Mr. T. Reid) mentioned the other day: The fact that they are conditioned to think of a job in a vocational direction rather than of going to university.

**Hon. Mr. Davis:** And some are conditioned in this way because of—well I do not want to prolong this—a multitude of reasons. Environmental covers a lot of them.

**Mr. Pitman:** It covers a great many. I think this is a danger sign and I am not certain the total reason is that the cost of going to a community college is only a fraction of the cost of going to university. I am not suggesting that at all. But I am suggesting it may be one of the reasons and I think perhaps this is one reason why the Minister should consider the Hall-Dennis suggestion that at least the first year at university and post-secondary institutions should be without cost so there is not that pressure of direction because of the possibility of being in a lower or higher income group.

I just suggest that the studies that have been made would indicate that those with a lower income and higher marks do go to the colleges of applied arts and tech-

nology in much bigger numbers than those who have a higher income. I think this is not what the Minister wants when he talks about equality of education. What he wants is equality going right through the system and equality that is based not just on the opening of the doors but also on the fact that the conditioning—I think probably the guidance courses in Grades 9 and 10—needs to be really brought into this whole matter. I think too often that the guidance area perhaps slots people too soon.

**Hon. Mr. Davis:** I do not want to hold out any false expectations but I think the programmes that have been suggested for the fall of 1970-1971 and so on, where I think the opportunity for far more interplay between the traditional four-year and five-year programmes, and perhaps really greater transferability, if we can use this term, will hold at least partial answers to this.

**Mr. Pitman:** I think I would agree with the Minister that this does hold some hope, but I think that the economic aspects should not be disregarded. I think this is a part of it.

Another area that I think needs to be looked at, for a moment at least, is the whole question of transferability between the colleges of arts and technology and the university. Now I, for one, believe that it would not be advantageous for there to be an automatic transfer in such a way that the colleges of applied arts and technology might well distort their programme in order to try and provide another access to the universities.

**Hon. Mr. Davis:** Right, and this is important, that the programmes there, in my view, have to stand on their own two feet—three feet, five feet. They do.

**Mr. Pitman:** At the same time, I think that there should be encouraged within the universities a great degree of experimentation so that universities will be encouraged to grant admission to these students who have had two years in the colleges of applied arts and technology. I can only say for myself, having worked in the registrar's office in one university, that the group of young people who perhaps did better than any other group that I can remember, were those who came from Ryerson. They were usually excellent students. I am sure that, two years before, they perhaps would have been completely inappropriate in a university setting, but something happened to them at that particular institution. I think that something can be happening in these other colleges as well.



Here again, we are talking about the autonomy of the university.

**Hon. Mr. Davis:** But I am not defending the universities. The hon. member knows this. But I think they are making a very real effort—

**Mr. Pitman:** Does the Minister have any idea of the numbers or—

**Hon. Mr. Davis:** No, we have not yet. I hope to have some time in the next couple of months just to see how effective it is, including the number of applicants—those that have been admitted and so on. I have not got this yet. But I think a lot of the universities are relating particularly to the community colleges that happen to exist in their areas of interest.

**Mr. Pitman:** I think it would be very useful for the Minister to have some kind of statistics. I think it would be even more important to find out how many of them are doing well at the universities.

**Hon. Mr. Davis:** We are also interested in this.

**Mr. Pitman:** This would provide a very good argument, I think, for providing opportunities to work the level down to see with what combination of courses a person can move into university. Now the problems are immense because very often the first two years in a community college do not really provide them with background material to go into a second year at the university level, but I simply suggest that efforts be made, that information be gathered which will encourage the universities to take up that issue.

One of the things which I would like to know, Mr. Chairman. . . . You remember last year we asked whether there was any breakdown in this estimate of the various community colleges and how much they were receiving? Could the Minister give us any idea of what is happening, how many are building, how many are moving ahead in creating their own campuses? Is there any idea of what is going to be done in regard to student housing in these colleges? You do not hear very much about them. Perhaps that is something that the committee itself should do. I would like to hear any information the Minister has on this particular programme.

**Hon. Mr. Davis:** Mr. Chairman, I will get for the hon. member a breakdown just in the same way as with the University Affairs estimates. We have the lump sum estimate in. I

will get for him the specific allocations both of operating and capital for the individual institutions. It will—particularly with regard to capital—take two or three days to do it. But I can get this.

**Mr. Chairman:** The member for Windsor-Walkerville.

**Mr. B. Newman:** Is the hon. member for Peterborough finished?

**Mr. Pitman:** I do not have anything further to add.

**Mr. B. Newman:** Mr. Chairman, does the Minister have any cost figures as to either the per-student-hour cost to operate community colleges, or hour costs somewhat similar to statistics and figures provided to us for the operation of elementary and secondary schools?

**Hon. Mr. Davis:** Mr. Chairman, it is very hard to do this. We do not do it on a per-hour cost. The closest we might come—

**Mr. B. Newman:** I mean the student-hour cost.

**Hon. Mr. Davis:** Yes. No, we do not do it on a student-hour cost because the number of hours a student takes varies. But a total cost per student would probably be possible but one must recognize that these are emerging institutions. One has to be very careful not to start comparing them to either the high schools or to the universities.

**Mr. B. Newman:** No, but as the years develop, it will be a very favourable picture.

**Hon. Mr. Davis:** As time goes on, yes. You see, you are operating some situations now with lower student-teacher faculty ratios than we will in two or three years as numbers increase. I am just—this is a rough “guessimate” . . . I think it would be in the neighbourhood of about \$15,000 or \$16,000 per student, which is not quite halfway between secondary school and the university. It is quite a bit less than the university. This would be, I think, fairly close.

**Mr. B. Newman:** Mr. Chairman, I have only one other topic to bring up on this and that is concerning St. Clair College back home. When is it contemplated that the department will provide sufficient funds for the completion of the university—or the community college?

**Hon. Mr. Davis:** Well, Mr. Chairman, I do not know what the hon. member really



means by "completion". My experience has been with the colleges, as I said to the hon. member for Peterborough, that I have never found any finality in education. I do not know that one can say that St. Clair College will reach completion *per se*—who knows?

**Mr. B. Newman:** No, I will agree with you there, Mr. Minister, but you certainly have some type of figure and date set as to when the complex would reach a given point to accommodate the community.

**Hon. Mr. Davis:** There is no specific timetable set beyond the existing commitments, Mr. Chairman, because we must relate the commitments we give to the availability of capital for that particular year. For me to say to the hon. member, "By 1972, the programme they presently plan will be finished," would not be appropriate because it would depend upon what funds are available.

**Mr. B. Newman:** May I put it this way: When does the Minister plan on having the community college constructed to the point where all facilities will be concentrated, rather than part of them being in the downtown area and part at the old Mercer Street School?

**Hon. Mr. Davis:** Mr. Chairman, I think I would only be guessing. It really does depend on the funds that are available for distribution to the total college programme. St. Clair obviously has some degree of priority, but I cannot give you a date.

**Mr. B. Newman:** Is it a two-year date, is it a five-year date, that we are thinking about now?

**Hon. Mr. Davis:** Well, we are what, in phase three now?

**Mr. B. Newman:** Phase two.

**Hon. Mr. Davis:** Phase two? I would think within five years but, you know—

**Mr. B. Newman:** I hope we never get to the point where we concentrate all facilities and I hope that some facilities are left in the core city to accommodate those who—

**Hon. Mr. Davis:** Yes, I quite agree with you.

**Mr. B. Newman:** —cannot get transportation to reach the community college where it is situated today.

**Mr. Chairman:** Is item 5 carried? The member for Riverdale.

**Mr. J. Renwick (Riverdale):** This concerns the community colleges generally—and excuse me, I have not been able to be in attendance as much as I would like to have been. There is one matter which concerns me very much. I do not want to get into a restricted area of debate at all, but I am very concerned about the development of the philosophy or theory of the continuum of education from kindergarten to Grade 12 or 13, and the lack then of the traditional credential for entrance into post-secondary education.

I take it to be that ideally, in the philosophy of the Hall-Dennis report and the philosophy of the department to the extent that it absorbs that particular report into its attitude toward education will mean that at the end of secondary school there will not be something in the nature of a credential, such as the senior matriculation certificate that was traditionally the "open sesame" to post-secondary education, but—

**Hon. Mr. Davis:** No, I think, Mr. Chairman, that there will continue to be, for some years . . . Just what it will be called—and this could change—who knows when. . . . But I think there will be some recognition that a student has completed the formal educational programme from kindergarten to whatever the grade level may be. I do not know to what extent this credential, Mr. Chairman, will be the basis for admission to the universities or the community colleges, I would like to think, however, that increasingly, we will become more sophisticated in our admission procedures, and in recognizing many other aspects. We got into this in teacher education and so on. I think for a period of time, and perhaps for a fairly lengthy period of time, there will be some form of recognition that a student has completed from kindergarten to whatever it is—Grade 12 or 13.

**Mr. J. Renwick:** I can understand that this is not something that is going to be implemented overnight. But the problem that concerns me is, despite the sophistication of the educational system, whether or not the colleges of applied arts and technology—and I will make the same argument in university affairs—are not in fact, over a period of time, going to develop their own entrance requirements.

**Hon. Mr. Davis:** The legislation points out that if you have your certificate from Grade 12—fine. But even if you have not got this, if you are aged 19, certificate or not—and this is right in the legislation—

**Mr. J. Renwick:** Yes, I understand that you have provided a method by which another assessment can be made so if the person has not got a certificate he can get into the system. But my concern is that you are going to develop admission requirements by way of tests of their own—within the colleges of applied arts and technology—which are going to do two things: transfer the selection operation to that level, sophisticated as it may be, and it may provide entrance for people who would otherwise be foreclosed from it, but entrance requirements which will do two things—provide a different selection technique of admission to those colleges in the first place, and, secondly, begin to build up a back-pressure through the system, as has been the case up to now on the traditional method of matriculation requirements.

**Hon. Mr. Davis:** These things are always possibilities. In my view, they are not probabilities. I hope we are developing the philosophy in education in this province today that our responsibility is to see that everyone who has the potential is educated to the maximum of that potential to the extent that we can do this. And, as legislators, every now and then we assess to see whether in fact our post-secondary institutions are doing this. Certainly I can say at this moment in history there is no question that the community colleges are doing this. They are not artificially closing the doors whatsoever. They are giving very real encouragement. I see no reason for this changing. I do not say the possibility is not there. I do say that I do not think the probability is there. It is something one has to review from time to time to see that it is not happening.

**Mr. J. Renwick:** I think one of the losses you are going to find is a constant transference to somebody else exercising judgement over the pupil about whether or not he can enter a post secondary educational institution, regardless of the wisdom or the sophistication or the knowledge or the talent or the ability of those charged with that. The strange thing about the traditional system, with all its defects, was that you went through a set of relatively objective examinations, and if you did get that piece of paper there was nobody who could say "No, you cannot go" or "We are going to exercise some other kind of a secondary judgement upon you to decide whether you can or cannot enter."

**Hon. Mr. Davis:** Is that not the situation today, for instance, with the universities? If

the student has a Grade 13 certificate with whatever percentage is required, is it not really going in the other direction to determine if there are students who have not got this, whether they can find some way to be admitted? I think this is increasingly the position they are taking. I do not think there has been any indication that people who have what we regard as the traditional admission requirement are in any danger of not being admitted.

**Mr. J. Renwick:** Well, Mr. Chairman, I bow to your more detailed knowledge of this. The fact of the matter is that the entrance requirements to the universities are substantially higher than they were even a few years ago.

**Hon. Mr. Davis:** No, I do not think so. It depends upon what you mean by a few years ago. They are, perhaps, higher than they were 20 years ago.

**Mr. J. Renwick:** Considerably higher than they were 20 years ago.

**Hon. Mr. Davis:** They are certainly more flexible than they were just five years ago. I am referring to the number of credits and the types of credits that are being required. You can disagree with it perhaps, and some of the others might, but the entrance requirements now at the University of Toronto for some courses do not require English as a subject for credit. There has been a far greater flexibility in admission requirements by the universities. They require 60 per cent. Twenty years ago it was something like 50 or 55 per cent. The universities have not, in the last eight or nine years, artificially raised their admission requirements for any purpose. I do not recall it. Of course, the formula, as the hon. member for Peterborough will tell you, discourages any artificial increase in entrance requirements.

**Mr. J. Renwick:** I understand. I think, however, the net effect is going to be that the universities are—this is not the appropriate place, we can deal with that in another place—tending to be exclusionary. I want to make certain that in the new colleges of applied arts and technology that we do not find ourselves in a position where, in fact, you are imposing or building up barriers which should not exist for a person who wants to go into that particular area.

**Hon. Mr. Davis:** I could not agree more but I do not think it is happening.



**Mr. J. Renwick:** Let me go to another area. The Minister will recall that two or three years ago we had a discussion in the House of the governance of the colleges of applied arts and technology and what type of institution was going to develop. I pointed out at that time that it appeared to me that the statutory strait-jacket which vested the authority over the colleges of applied arts and technology totally within the Minister, despite the board which was set up—which was purely an advisory board—was in fact not exactly what was taking place and that the board was developing a somewhat different function. I would like the Minister to comment upon that.

Secondly, I would like him to indicate to me—and I assume there is a diversity of growth and development amongst such a number of new colleges, that they are developing different techniques and traditions—to what extent there is a participation by the student community in the governance of the colleges of applied arts and technology and a participation by the faculty as such in that governance, along with the boards of directors of the colleges. Or are we developing, as we are so prone to do these days, simply another form of the commercial corporation transferred into an educational institution?

**Hon. Mr. Davis:** We touched on this very briefly with the hon. member for Peterborough. But I will sum it up. As I said then—and I did not mean it facetiously—any pattern is subject to change and one has to keep this always in mind. With respect to the Council of Regents, the member for Peterborough was suggesting that perhaps its role should be further clarified and suggesting an extended role for the Council of Regents. I pointed out to him that we do have this commission on post-secondary education that is looking into various things, including the relationship of the Committee on University Affairs, with the Council of Regents.

I do not object to an extended role for the Council of Regents. We have had some discussions on this in the past two or three weeks, so this matter is subject to review always. With respect to the internal function of the board of governors and the institution itself, I pointed out to the hon. member for Peterborough that a number of colleges—I would think most of them if not all—have developed what we sense to be excellent methods whereby the students are, in fact, participating in a meaningful way with the decision-making process as it relates to their interests.

Perhaps the best way to describe this or to acquaint the member with it would be—I know he is pressed for time—for him to sit down with the president of Centennial College and see the method they have developed there for the involvement of students and faculty in the decision-making process. It is one which they sense at this moment is a very excellent way of doing it. What they are doing there is not necessarily what they are doing at Sheridan College. Sheridan has taken a somewhat different approach. As I say, one cannot say that this situation will maintain itself for X number of years. But I think the college administration has made a very real effort to involve the faculty and students in ways that are relevant. You know, you can involve them on a board of governors, but this does not mean, frankly, that this gets the student body involved in a more meaningful fashion than it was previously. I think what the colleges are developing—

**Mr. Pitman:** But the chances are better—

**Hon. Mr. Davis:** No, well, I am not sure. I would be delighted to arrange it if you would like to sit down with one or two of the presidents and representatives from the student councils and see how they do it, because I think they sense it is going in the right direction.

**Mr. J. Renwick:** Do you consider that the commission on post-secondary education will try and sort it out?

**Hon. Mr. Davis:** Not the latter problem perhaps, but the former problem I think.

**Mr. J. Renwick:** But not the latter?

**Hon. Mr. Davis:** Not necessarily. I do not want to predict what they will and will not do but I would think one could expect that the first problem the member raised, Mr. Chairman, is something the commission will deal with. As far as student participation in the community colleges relevant to its administration is concerned, I am not sure that it will.

**Mr. J. Renwick:** There is another aspect of that same question of governments that I would like to get the Minister's thinking on. First of all a question that he continues to have the ultimate authority in the colleges of applied arts and technology and I do not particularly quarrel with that in the initial stages of the development of what is really quite a gigantic addition to the secondary educational institutions of the province. We



hear a lot constantly, of course, in the university world, of the autonomy of the universities.

Now, do you see the evolution of the colleges of applied arts and technology gradually releasing the strings of the Minister—of the residual authority of the Minister. Do you see the colleges developing a certain autonomy of their own in an intellectual sense. I do not mean intellectual necessarily restricted to the traditional liberal attitude, but the autonomy of those institutions within the educational sphere developing the same kind of autonomy that the universities have.

**Hon. Mr. Davis:** I think, Mr. Chairman, we are looking ahead a little bit but one can see this pattern emerging. I think the one thing that has to go along with this, that we have built into the universities' grant approach very recently, is some recognition of the financial responsibility of the Ministers, the government and the members.

Our real involvement with the college programme has been related to seeing that an equitable growth is taking place across the province. We must ensure that we are not centring all our resources in four or five out of the 20 and see that it is growing, Mr. Chairman, in a way that is economically valid. As the colleges themselves mature to 4,000 or 5,000 students and we get formulas, and so on, I would think, Mr. Chairman, we could see the evolution of the colleges in a more autonomous fashion as long as we can develop the legitimate control methods with it related to money.

**Mr. J. Renwick:** I do not think I have further comment other than to say, yes, and I would reiterate again that somehow or other we have to sort out the question of the autonomy of post-secondary educational institutions from this question that in some way or other the Legislative Assembly voting the money as it does and the government allocating it for the purposes of those votes for some reason or other, performs only a rubber stamp operation. I do not think that is a real solution of any kind.

**Hon. Mr. Davis:** The formula provides a fairly good solution.

**Mr. J. Renwick:** I think the formula does provide one solution but I think it is also true to say that the formula, while the words of it may be understood by the members, tends to become just a formula and that there is no real communication between a

Standing Committee of the Legislature and the governing bodies, at the present time, of the colleges of applied arts and technology.

There is going to have to be a transition in a democratic system into that kind of relationship. I would certainly hope that the appropriate standing committee in future years would consider that the Board of Regents for example, would consider that they would come before a committee and that perhaps from year to year the governing bodies of the particular colleges, one at a time, or two or three at a time, in a particular year would come and exchange views with members of the Legislature, rather than just simply dealing directly with the government on a relatively stereotyped formula basis.

**Hon. Mr. Davis:** I think this would be very desirable.

**Mr. Pitman:** I would certainly agree with what the hon. member for Riverdale (Mr. J. Renwick) has said in terms of the democratization and I do hope the Minister will provide an opening in terms of the legislation. As far as his comments on a wider involvement, I discussed this matter and it is quite true that in some of these colleges of technology there is a high degree of involvement of students in their courses and the way the courses are being set up. But I think we need a bit more structuring or more opportunity for structuring, so that there is legislation in making it possible for any particular college to provide representation on the Board of Governors or others of the administrative structure when it would be an advantage. I do not think we want to have legislation on our books which would prevent that from happening.

I would like to take off in another direction and, I too, would like to see a greater degree of academic professionalism on the part of the staffs of these colleges. I think we are still hung up on this same problem that we were last year. That these people still do not have an opportunity to negotiate with their own employees and because of this decision that they are Crown employees, which is really the most disgraceful situation for any group of teachers to be in. I think it is disgraceful but I think if you are going to talk about academic freedom, talking about autonomy when they are faced to deal only with the Civil Service . . . I think this is really—

**Hon. Mr. Davis:** We would like to see it resolved too.

**Mr. Pitman:** —ludicrous. Well where are we going?

**Hon. Mr. Davis:** I mentioned this when the hon. member, I think, was called to other duties late this afternoon. Where I indicated that the matter was still one of involvement, it was still before the courts and, hopefully when this is resolved, we can then come up with some answers. I think I explained this in your absence.

**Mr. Pitman:** I am sorry. As you say I was called to other duties. This tramping between the Legislature and committee is somewhat breathtaking but I hope this is resolved very, very soon.

I am also interested in the \$3,370,000 item here for capital purposes. Surely that is not the total that is being spent on capital.

**Hon. Mr. Davis:** No. If the hon. member will recall the procedures we use with respect to the universities, there is a separate item in there which relates to the debenture interest and principal payments, which we pay to the colleges who in turn pay it back. It is the same sort of item. I think I am right.

**Mr. Pitman:** Well, I understand that some of these colleges are being given the opportunity or right to issue debentures on their own. Is that true?

**Hon. Mr. Davis:** No. We are giving the moneys to them, through the corporation, and the corporation is a bookkeeping situation. The corporation has to be returned its principal and we are doing this in this item here. You will find it in university affairs.

**Mr. Pitman:** That is fairly straightforward. I am wondering whether the Minister has had any kickbacks on the effect which joining manpower centres with the colleges of applied art and technology is having. Would you say there has been an effective integration of the activities? Are they going to be completely separate or is there some effort to try and provide a cross-fertilization one might say, between manpower and the colleges of applied arts and technology?

**Hon. Mr. Davis:** Well, the hope is, Mr. Chairman, to have some integration. Integration is really not the right word because they will not be totally integrated *per se*, although I would think this is the case in some subject areas. But there is a very real relationship between them and it is going very well. I think there are only four situations now where they are not.

**Mr. Pitman:** Where they are not integrated? Well, I think that one can only say that certainly the colleges of applied technology present a massive success story so far as educational terms are concerned. Of course one might turn it the other way and say that we should have done this before, that we were not supplying a massive need three or four years ago. But on the last evening of the estimates I will try to be cheerful and say in this particular case I think that colleges are performing a very real service in the university communities in which they are situated.

I do hope, as I say, that the Minister will take a look at some of the areas that I have discussed other than these colleges. I think that in spite of the fact that they may be successful in drawing students in, I think there should be more attention given to students who are going in and why they are going in. I think there should be more concern for the way in which they are being governed and certainly more concern about the employment possibilities and how the colleges are integrated into the economy of various sections.

**Mr. Chairman:** Item 5, does it carry?

Some hon. members: Carried.

**Mr. Chairman:** Carried. Well, now in item 6, Ryerson Polytechnical Institute.

**Mr. Pitman:** Have they settled the whole business of student council at Ryerson yet? Maybe our honorary degree holder down there would like to comment on this.

**Hon. Mr. Davis:** I do not think it is ever going to be completely settled.

**Mr. Pitman:** Have they got two more students on there?

**Hon. Mr. Davis:** Oh, yes. They were elected and they are—

**Mr. Pitman:** They are not digging through the files and—

**Hon. Mr. Davis:** No, not at this moment.

**Mr. J. Renwick:** I would just like to know why the proposed president of Ryerson decided not to take the job.

**Hon. Mr. Davis:** Well, Mr. Chairman, you would have to ask the gentleman who was considering it.

**Mr. J. Renwick:** Is that search still continuing then?



Hon. Mr. Davis: I understand the board is still considering the question of the appointment of a president.

Mr. J. Renwick: The perennial question that is asked about Ryerson is: How does the Minister finally see Ryerson? As continuing to be a special institution within the educational system?

Hon. Mr. Davis: Yes, I see it being a special institution within the educational system. Its degree of speciality or just what its function will be 10 or 15 years from now, Mr. Chairman, I am not prepared to predict. But I do see it being, and continuing to be, a specialized institution in the educational programme here. There is no question about that.

Mr. Chairman: Vote 505—carried?

Some hon. members: Carried.

Mr. Chairman: Carried. Vote 506—Community Services.

Mr. B. Newman: Yes, I would like to make comments concerning the fitness programme.

Mr. Chairman: Yes, I thought you might. Well, we have not gained too much ground here, I am afraid, the last two weeks sitting here for our own personal fitness.

Mr. B. Newman: Mr. Chairman, on this we notice the requisition amount is for \$226,000. It was the same as what it was last year. But when we look at the council for the arts, we found that its budget went up by \$200,000 over the previous year. But on the same token, in checking public accounts I find that some \$90,000 was unexpended in this particular item. The 1968 public accounts definitely states that there were \$93,186.93 unexpended and that was primarily composed of the \$92,900 refunded by the federal government. In other words, this vote actually amounts to approximately some \$300,000 because one-third of that amount is paid for by the federal authorities. Now I am concerned with the fact that we are not promoting fitness to the extent that we can and possibly should do.

I would like to make mention to the Minister that The Department of Lands and Forests conducts a junior forest ranger programme that is an excellent programme and does provide employment opportunities to many of our younger students who are either going to complete their Grade 12 or Grade 13 on a secondary level and even some who are attending universities. So the junior forest ranger programme has given them the oppor-

tunity to raise or to make some type of earning during the summer time to enable them to further their education.

I think that the Minister could possibly use some of the funds in this vote, or even greatly expand the amount, to provide opportunity for employment for a lot of our senior high school and university students. I could make mention of possibly a programme for girls that would fit in here so that we could involve our girls on some type of course in maybe the hospital-paid services in our hospitals or even among some of the economically-deprived and socially-depressed areas of a community. Now maybe the Minister will say, "Well, that is not fitness at all and that should come under some other type of estimate or discussion". However, I would like the Minister to outline to us, then, just how this specific item of \$226,000 is spent on the fitness programme.

Hon. Mr. Davis: Well, Mr. Chairman, as for the specific amount of \$226,000, 60 per cent of this is recoverable from the federal government. I do not quite follow the mathematics of the hon. member for Windsor-Walkerville in respect to the \$300,000. It does not matter, however. This year's item is \$226,000—60 per cent recoverable—and our understanding is that Ottawa intends to phase out their contribution to this programme in 1971. It relates basically to the development of fitness and leadership capacities in the field of amateur sport. A goodly portion of these funds go to individual organizations within the province related to track and field, the ski group and I even think lacrosse has become involved. The various sporting organizations that relate to leadership and amateur activities are the basic recipients of this fund.

The whole philosophy of our approach to fitness in this province, Mr. Chairman, and as the hon. member well knows, has not been related necessarily to the development of professional athletes. It has been to develop leaders to participate at the community level and to increase the number of people who will join in some type of athletic or recreational programme. This has been perhaps the main interest of it. It is like everything else; I am sure we could do more and with validity, but there are certain limitations and this is what we are all faced with. But that is basically the direction the programme is going.

Mr. B. Newman: May I then point out to the Minister the way I arrived at my figures when I made mention of \$300,000. Were you to have a budgetary item of \$300,000, you



would have got \$150,000 back from the department, so actually you would have only spent \$150,000 of your own.

**Hon. Mr. Davis:** Yes, 60 per cent.

**Mr. B. Newman:** But when we talk about \$226,000 here, you are budgeting for a little over \$100,000 because the balance is going to be refunded by the federal authorities. The leadership programmes that you have, Mr. Minister, are excellent programmes, but they are only scratching the surface.

**Hon. Mr. Davis:** Well, as I say, I am sure you could say we could do more, and I will not say we cannot.

**Mr. B. Newman:** Well, I am looking forward to some type of summer opportunities for the thousands of our students who cannot find summer employment. Why should we not take, Mr. Minister, some of our athletes who will be going to the universities in the United States? Why should we not probably find some type of programme that will provide them this type of a scholarship or pay, if you wish to call it, during the summer?

**Hon. Mr. Davis:** Is the hon. member really saying to me that the government of this province should get into publicly-supported athletic scholarship?

**Mr. B. Newman:** Oh, yes, I really think so.

**Hon. Mr. Davis:** I thought perhaps you were.

**Mr. Chairman:** I hope the hon. member for Windsor-Walkerville noticed at the sports award dinner the very attractive young lady from Hamilton Mountain.

**Mr. B. Newman:** Mr. Chairman, does the Minister agree with the former leader of his party on the national level? Do you or do you not, Mr. Minister?

**Hon. Mr. Davis:** On what issue?

**Mr. B. Newman:** This issue of athletic scholarships.

Interjections by hon. members.

**Mr. B. Newman:** The former leader of your party fought very strongly, Mr. Minister, for athletic scholarships. Surely you would consider his opinion to some degree. Even though you may not see eye to eye with him in a lot of other aspects, I would think that you would consider his thoughts.

**Hon. Mr. Davis:** There are some things I am sure we would agree on.

**Mr. B. Newman:** Well, Mr. Minister, are you considering any type of a work programme to enhance the employment opportunities of our high school and college students? You either give it to them in the form of a student loan or a grant or you provide some type of employment for them.

**Hon. Mr. Davis:** Well, Mr. Chairman, this question of student employment really has been discussed, I think, in the House. As the hon. member knows, The Department of Labour, working in close co-operation with the federal Department of Manpower, conducted programmes to acquaint business and industry with the desirability of giving students employment last summer. Our impression is that it worked really quite effectively, that there was a very high level of student employment. I would think that consideration of this kind really should relate to The Departments of Labour and Manpower, taking a look at the job opportunities in the total context. I do not think that it relates to a fitness programme. I do not say that you do not remain fit by working—

**Mr. B. Newman:** Well, may I say this? It may not relate to the fitness programme, but it does relate to—

**Hon. Mr. Davis:** To something?

**Mr. B. Newman:** There is some question of the youth recreation and leadership training, and if The Department of Lands and Forests can have a programme such as the junior forest ranger programme, I think that maybe the Minister's department should consider some type of programme similar to that that would provide employment to our youth and, at the same time, develop leaders.

**Mr. Chairman:** Is vote 506 carried?

Some hon. members: Carried.

**Mr. H. J. Price (St. David):** I would like to identify myself with the remarks of the former speaker. I was at the Ontario Athletic Commission camp in 1931 and 1932, and it was probably one of the best camps of its kind in the world. I know we have since developed more facilities along these lines. In those days it was only schoolboy athletes that went there, and it was only after Alexander Gibb of the *Toronto Daily Star* got working on the government that girls were allowed to go there.

Hon. Mr. Davis: They still are.

Mr. Price: I hope that they are.

Hon. Mr. Davis: I could give the hon. members 15 minutes each—but I will not—on the great merits of the camps at Bark Lake and the camps at Lake Couchiching. They are just tremendous.

Mr. Price: I know they are. I just wanted to say I agree with the former speaker that we should, or could, be doing a great deal more in this area than we are in the interest of the young people of the province of Ontario. I think we should expand this programme just as we have expanded the programme in The Department of Lands and Forests. This is one area where I can really agree with my hon. friend here from the Opposition that we could be doing a great deal more and I feel we should be.

Mr. Chairman: Perhaps we should send the Minister of Education along with the Minister of Lands and Forests to Bark Lake for a camp session together.

Hon. Mr. Davis: You had better bring some Treasury people as well.

Mr. Chairman: Mr. Newman.

Mr. B. Newman: I have one other item that I would like to bring up to the Minister and I have brought it up in previous years. Is the department considering taking over or amending the Act to allow the departments of recreation in a community to be an adjunct of the board of education so that our physical activity programmes could be co-ordinated at one level in the municipality, instead of having the department of recreation fighting with the boards of education for use of the facilities?

Hon. Mr. Davis: Is the hon. member for Windsor-Walkerville saying that the school boards should be responsible for the functions of the recreation commissions?

Mr. B. Newman: Right. The last speaker said that he agreed with that.

Hon. Mr. Davis: He has said he does. But I am saying, Mr. Chairman, this has been a recommendation, I think, of the Hall-Dennis report and others over a period of time. There is no complete consensus on this particular problem, and the same way with respect to library service. I say, from our standpoint, there is very real merit in close co-operation between the two groups.

Mr. B. Newman: Well, the only place where we differ is that I think there is merit in—

Hon. Mr. Davis: You would structure it formally, I know.

Mr. B. Newman: —structuring the two. That is all.

Interjections by hon. members.

Mr. Chairman: Is vote 506 carried?

Mr. Pitman: I would like to just say a word or two. I am sorry that I had to dash out.

Mr. Chairman: It almost carried.

Interjections by hon. members.

Mr. Pitman: I want to say just a word or two about the whole question of summer employment. As the Minister perhaps knows, I became involved with a group of people who were trying to find work for young people during the summer, and the Minister was generous enough to make a small grant to that group in order to let them survive.

The type of thing which I think we need to do is to develop methods by which we can set up a service for young people who may be able to provide services at very unusual times and very unusual places. That is, I think too often the work world is too stereotyped for young people to fit in. I think possibly we could provide an opportunity for young people to set up their own service, and perhaps to set up a store which will operate during the year, and perhaps, with university people giving leadership, to provide jobs during the weekends and after school and this sort of thing. This might be a nucleus from which you could expand during the summertime.

I am becoming more and more convinced that this, perhaps, is the only direction that some of the departments of education may have to come if we are going to provide an expanding job opportunity for young people, rather than through the Manpower services. I think the Manpower services are essentially concerned with adults, are essentially concerned with the work patterns which suit adults, rather than the somewhat unorthodox and difficult work patterns which young people in schools demand. They have to work at certain times and cannot work at other times. So I think that possibly there is a place for the expansion of this kind of service within The Department of Education.



I might say—I might peddle out my pet theory right at the moment—that probably what we need to do with young people during the summer—and I suggested this, and I am going to suggest it down in the other places when I get a chance to—is develop virtually a pollution army of young people who are ready to go out and work in the summer. In other words, instead of giving money through the province of Ontario towards a programme, what we might very well be able to do is to hire thousands of these young people using that same amount of money, and have them out doing work which we will never get done if we leave it up to the private sector. Because if we are going to stop pollution of lakes and rivers in Ontario, we are going to have to dig thousands and thousands of septic tanks, we are going to have to dig holding ponds, we are going to have to do a massive job, and we have got young people who, I think, are concerned about this problem. Good heavens, they were down at the Don River on a Sunday afternoon. Now, the Minister might say, “Well, to get them to go out and dig holes perhaps is a little different than going down to demonstrate on Sunday at the edge of the Don,” but I suggest that unless we put thousands of young people at this kind of work, we are just not going to make it to 1980 in terms of turning the direction of designing our environment back to a more sensible and a more rational direction.

It just seems terrible to me that during the summer we have thousands of young people who have nothing to do, and we have, you might say, a corporate system, an economic system, in which it is becoming less and less advantageous to have young people coming in and out. With the expanding school population, with the expanding numbers during the summer who are needing employment, unless we do something of this dramatic nature, I do not think we are going to be able to provide jobs. And yet the Minister, I think, would agree that we have to provide the money anyway.

We are going to have to pay them to go to university, or we are going to have to find some method of getting them to university through the province of Ontario student aid programme or some other method, or whatever system, perhaps, the Minister is working on now. It seems to me that you have a mass of physical energy and potential activity which could be going on during the summer. It could be a meaningful activity, because I think there is nothing that

young people want to do less than to go and dig ditches and fill them in, or do something which is pointless. In many cases, this is why some of them do not relate very happily to the commercial world, because in some cases they feel the work they are doing during the summer really is irrelevant to the kind of society which they are trying to create. I think that pollution or something—well, I centre on pollution as the answer here—would provide Ontario with a real cause for the young people across this province. I put that forward to him as something which he might consider.

**Mr. K. C. Bolton (Middlesex South):** Affluence through effluents.

**Mr. B. Newman:** Then there is our slogan.

**Mr. Pitman:** Slogan? Yes, there is our slogan. I think the hon. member for Middlesex South can be granted some payment for that effort of his.

**Hon. Mr. Davis:** I have made a note.

**Mr. Pitman:** Well, may I make another comment then in relation to public libraries? There is a great deal of concern in the libraries of Ontario, as to where the Minister is going and whether he is putting through new legislation. There was, as he suggested, a concern over the recommendation of the Hall-Dennis report. I would like to bring to his attention one fact which has been brought to my attention. It is very easy to suggest that a community library should be in a school, but the great problem is that, where this has been attempted, it is my understanding that it has not worked out.

**Hon. Mr. Davis:** You have been told about Michigan and two or three other places?

**Mr. Pitman:** I have been told about several places, yes. And I am sure the Minister has been told about these places too. If the Minister has other information, then I hope he will give it to us tonight. I think that this is a matter of some interest, because I think that a library has to be a place where older people can feel at home.

**Hon. Mr. Davis:** Yes, Mr. Chairman, but the recommendation in the Hall-Dennis report did not say that you put the library necessarily in the school. All it did say—

**Mr. Pitman:** No, but the library services would be under the board of education.

**Hon. Mr. Davis:** The library service, they felt, was basically an educational service.



There could be less duplication. Perhaps a greater tax resource could be available for an expanded library service if it were under the board system. Just to relieve the hon. member's mind—I am sure he has had representations made to him—while this is a recommendation of the report, it is something we are studying very carefully, and we are doing it in conjunction with, or should I say there is full consultation with, the Ontario Library Association and the directors of our regional libraries. They have been told no final determination will be made in this matter whatsoever without their involvement and consultation.

**Mr. Pitman:** I am pleased to hear that. May I make one final comment on the youth, recreation, and leadership training grants? Are we dealing with that? I want to leave a note, but I hope it will not be a sour note because I have a great deal of respect for what this organization, this branch of the Minister's department is trying to do.

When I attended the banquet which was held at the buildings over here just a few weeks ago, it was a very lovely meal, and in many ways it was a very pleasant evening. But I could not help but be rather shocked in terms of the number of people who were given honours that evening, that so few of them were young. Essentially, it was an evening to honour those who had provided valuable services, to curlers and to the lawn tennis association, and all these various groups. But hardly anyone, I think, went up on the stage who was below 30. It seemed to me that perhaps there has to be some other method of providing honours to these groups. I would like to see a little bit more emphasis in providing those honours on those who are participating—those who are young. I was concerned myself, and others mentioned this to me, that it seemed strange that this branch not be putting more emphasis on youth and their activities, rather than solely concentrating on those who had coached and those who had given long years of service in this quarter. Certainly they should be honoured. But I indicate to the Minister, I was terribly impressed a couple of years ago, around centennial year, when they had all the young people there. They seemed to be honoured in their appropriate way. But I think this latest banquet rather disappointed me.

**Hon. Mr. Davis:** One point, Mr. Chairman. We have had a series of awards. There were the awards in centennial year where there was recognition for participation in

dividual and team athletic programmes. But what we have been partially relating our recognition to, has been the leadership factor—that is, recognition of the leadership that is being provided. This, of course, often relates to more mature people. But at the same time, over the last four years we have had the awards, some of which were presented before the hon. member was a member of this House, a goodly percentage of them were young people. The committee that selects these tries to give it some balance, and, as I say, the thrust this year has been towards a recognition of those who, through their own initiative, have given some leadership in the field of amateur athletics.

**Mr. Chairman:** Mr. Minister, I would just like to pass comment on this. I know that Hamilton, being the sporting centre, was certainly well represented at that banquet. If the hon. member for Kenora (Mr. L. Bernier) were here tonight, he could tell you that the evening after the banquet we discussed the awards and were rather curious to know why probably the greatest sports in the province of Ontario—hunting and fishing—were not included with table tennis and the other sporting activities. We also wondered whether some formal recognition could be given to the Indian sporting fraternity in the province, especially in northwestern Ontario.

**Hon. Mr. Davis:** I would be very intrigued as to how you would recognize hunting and fishing.

**Mr. Chairman:** Well, maybe the largest muskie from Kenora or something. Huskie the Muskie from Kenora. Mr. Price.

**Mr. Price:** Perhaps some of the other members will recall a few months ago when there was a great pile of litter and rubbish outside the Parliament buildings. Perhaps the Minister went out and addressed them. Now, these young people had gathered up all kinds of things that they had found on the highways; tin cans and bottles and all sorts of other things. I think their slogan was Keep Ontario Clean. I think these kids should be congratulated on the fact that they really went out and did something constructive in trying to make Ontario a better place to live.

**Hon. Mr. Davis:** Most young people are constructive. We have to keep reminding taxpayers of this from time to time.

**Mr. Price:** This is the sort of thing that is commendable, and I think these young people should be congratulated. There is a

lot of employment we can find for young people in the province of Ontario during the summer months. I know we announced last year that we are trying to do something more about it. But this is a responsibility that, as time goes on, is going to fall more and more on government, and we must do all we can to create constructive employment for these boys and girls who are going to find difficulty in getting jobs in our private enterprise system. They can only do so much. We can do quite a bit more than they.

**Mr. Chairman:** Mr. Newman.

**Mr. B. Newman:** There are two different topics I would like to bring up on this. May I ask the Minister if the fitness programme is considering an Ontario-wide olympic competition where the best athletes from various parts of Ontario would meet in a central location and have an Ontario olympic competition?

**Hon. Mr. Davis:** No, Mr. Chairman, we are not at this point.

**Mr. B. Newman:** May I ask of the Minister why he turned down the request from Forster Collegiate for financial assistance to attend Expo as they were the only band from Canada selected to go to Expo 70. I thought that this could come under grants to programmes of recreation here.

Interjection by an hon. member.

**Mr. Chairman:** Mr. Minister, do you have answer?

**Hon. Mr. Davis:** I have an answer, Mr. Chairman. It is very simply this: we are requested by many worthwhile organizations, that being one of them, for assistance from

time to time. There is a limit on the funds available for all of these worthwhile enterprises. One must draw a line. Unfortunately, a line was drawn in such a way that Forster Collegiate could not participate in the missionary and maintenance fund of The Department of Education.

**Mr. B. Newman:** May I then make mention to the Minister that as I look through the public accounts—

**Hon. Mr. Davis:** I know, there are some—

**Mr. B. Newman:** . . . grants for the Ontario Federation of Anglers and Hunters, Ontario Municipal Recreation Association, Society of Directors of Municipal Recreation. I see a Wilderness Adventure Association.

Interjections by hon. members.

**Mr. Chairman:** Order. Order.

Interjections by hon. members.

**Mr. B. Newman:** When you have an Ontario school selected to be the only school from the Dominion of Canada to put on a band demonstration at Expo in Japan, they should be recognized. They are raising about \$60,000 on their own. They wanted only a small grant from the department.

**Mr. Chairman:** Is vote 506 carrying?

Some hon. members: Carried.

**Mr. Chairman:** Thank you, gentlemen. This concludes the debate in standing committee on the estimates of The Department of Education. I move that the committee adjourn.

Motion agreed to.

The committee adjourned at 9.25 p.m.







ONTARIO

# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Highways

Chairman: Mr. Paul J. Yakabuski, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Thursday, November 20, 1969

Afternoon Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Thursday, November 20, 1969

### Department of Administration

General Expenditure .....	S-516
Collection Costs at Toll Bridges .....	S-526
Road maintenance .....	S-526
Recess, 6 o'clock .....	S-531

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Highways and Transport Standing Committee

THURSDAY, NOVEMBER 20, 1969

### ON THE ESTIMATES— DEPARTMENT OF HIGHWAYS

The committee met at 3.45 p.m. in committee room 1.

**Mr. Chairman:** I now call the committee meeting to order. The first order of business should be for the party whips to submit their substitutes for the day to the clerk, if they have not already done so. Will you please call the roll, Mr. Clerk?

Roll call.

**Clerk:** Sir, we have a quorum.

**Mr. E. W. Martel** (Sudbury East): Sir, before we get started I would like to point out this is an extension of the House, and in the House we do not take roll call. I wonder if there is a need in here, as we are an extension of the House, to take roll call every day.

**Mr. Chairman:** Mr. Martel, it would be my feeling that we should because we have substitutions here almost daily, which changes the situation slightly.

**Mr. Martel:** You have substitutions handed to you before the session starts. You know who will have voting rights. As I say, we do not do this in the House, and I do not see why we should do it here.

**Mr. Chairman:** What would be the feelings of the members of this committee?

**Mr. E. P. Morningstar** (Welland): I do not see anything wrong with taking a roll call, Mr. Chairman. Let the people over here—

**Mr. Martel:** —an extension of the House.

Interjections by hon. members.

**Mr. Chairman:** Since there is some division on this, perhaps we should have a standing vote on this. All those in favour of the suggestion from the hon. member for Sudbury East please rise.

**Mr. Martel:** I am just registering a complaint.

**Mr. Chairman:** You are not making it a motion?

**Mr. Martel:** No.

**Mr. Chairman:** Gentlemen, another item that comes up is that one of the committees that operated outside the House before this one followed House procedure pretty well to the T, and another did not. What is the feeling of the members of this committee in that regard? Should we allow smoking?

An hon. member: No.

Another hon. member: Yes.

Interjections by hon. members.

**Mr. Chairman:** Do you want to operate in the—

**Mr. J. Jessiman** (Fort William): I suggest we allow members to smoke if they want to.

**Mr. Chairman:** Gentlemen, I might point out that anyone wishing to speak must stand, please.

**Mr. Martel:** I would move, Mr. Chairman, that we be allowed to smoke.

**Mr. Chairman:** All those in favour of the motion?

Carried.

Interjections by hon. members.

**Mr. Chairman:** The next item of business is the election of a Deputy Chairman should the Chairman die suddenly or something.

**Mr. W. Hodgson** (York North): Mr. Chairman, I move the hon. member for Kenora (Mr. Bernier) be vice-chairman.

**Mr. I. Deans** (Wentworth): Gentlemen, I wonder if I might ask, on a point of order in this regard, whether or not the first order of business ought to be the election of a



Chairman, since, in fact, the present Chairman was not elected as chairman by this committee.

**Mr. B. Gilbertson (Algoma):** I would move Mr. Yakabuski be chairman.

Interjections by hon. members.

**An hon. member:** . . . whether we should follow that procedure.

**Another hon. member:** This has been checked with the clerk of the House and he says the Deputy moves up to the position of Chairman.

**Mr. Chairman:** It has been cleared by the clerk of the House. We have checked this point with the clerk of the House and he says the deputy moves up automatically. So now would we proceed with the election of a deputy chairman. We have a motion nominating the hon. member for Kenora.

All in favour?

Carried.

Now we will move into the real order of business. The estimates of The Department of Highways.

**Mr. G. W. Innes (Oxford):** Mr. Chairman, I would imagine the first vote is to deal with the general policy of the department and as such I would like to give a few remarks which would predicate our position in relation to the general administration.

The aerial photograph in this morning's *Globe and Mail*, showing the spaghetti effect of the enormous interchange between Highway 27 and the Macdonald-Cartier Freeway is, perhaps, our symbol for these estimates. Our logo, as the advertising people say.

That picture is a visualization of Ontario's dilemma today. The urban way of life is moving in upon us so fast that we are really in a kind of desperation as to how to keep people moving freely and the wheels of commerce and industry oiled, without turning the whole of southern Ontario into a concrete desert and, in the process, wrecking the water table.

The run-off in Lake Ontario is, I am told, significantly higher than it used to be before we paved so much of the land. And then, of course, one per cent of the continental U.S.A. is paved now. Well, are we just embalming the land by paving it or are we giving it a new lease of life? That is not a question that merits a simple answer. We have, I suppose, to be very selective as to where we lay down pavement as we move away from the earlier

idea of progress to watching the balance of nature and the survival of it.

Too much paving and too much phosphate and detergent is all one problem—the problem of balance, the problem of just how far we can go and get away with it before nature starts back. That is why we have to be so very selective and precise with estimates from now on. Do we have to say, “Why is it not in my constituency or why are we not getting some constituency work?”

But what will be the total effect on our way of life and our survival of upsetting the balance of nature here and there? That point, I think, is well made by this morning's *Globe and Mail* picture.

I would like to underline my concern about mobility and free access to our cities or vice versa by a report in the *Globe and Mail* of August 6, 1969, which is headlined “Roads Jammed by 1.5 Million Cars”. That refers, of course, to the holiday weekend. One provincial police officer described Highway 400 between Toronto and Orillia as the longest parking lot in Ontario. That weekend traffic, 70 per cent up from normal, was among the heaviest ever recorded but it is going to get worse. I have a file of editorials which underline the urgency of creating additional access to the holiday area from the grand trunk route of Highway 401, so that Highway 400 does not carry its present heavy burden.

The point I am really making here is that there has to be a master plan for Ontario, not only for municipal reasons but for all the other land-use considerations and also for the urgent requirements to keep people moving about their legitimate affairs and keep commerce moving also. With as little destruction to the balance of nature as possible, we still have to move the bottlenecks. Some of these bottlenecks are today a source of severe noise, pollution and mental distress. I am thinking of the cement trucks which nightly rumble down through the main streets of Woodstock on their way to the 401 by the short cut through town. What is this going to do to the nerves and the mental health of the residents when it is a chronic situation like this? Night after night people lose sleep because of the steady rumble, the changing of gears and all the other noises of night.

The provision of by-passes from industrial areas to the 401 is therefore a most urgent priority, since it affects the health of the people. We have to determine priorities like this and the only way we can do so is to draw up a master plan for Ontario which this government consistently refuses to produce.

On the other hand, it would be possible for road crews to work around the clock in fine weather for a limited period of time, extending to perhaps a few months, to get jobs done more quickly and reduce the dislocation and the detours and the like. We have to balance all these things, one with the other. People will put up with more severe disturbance for a short period but will rebel, and rightly so, against the endless deterioration of the quality of life.

It is brought home to us quite forcefully that the problem of mobility is indivisible. How can we have both a Department of Highways and a Department of Transport? Where is the justification of that? The first thing we will do, and we have always said this, is to amalgamate these two portfolios and put a single Minister in charge of the entire programme of human and commercial movement, with all its overtones for the urban dweller. Such a Minister would be able to tackle effectively the rush to the metropolis by automobile. The GO station parking lots have been a great success for their size, but we need a great extension of this idea. We had better tackle the problem before it overwhelms us. People who are having children are moving faster than we are.

I would like to see monorails running on hydro right-of-ways linking huge parking lots on the extreme edges of Metro Toronto with the ends of the subways and the GO lines. Where the hydro right-to-way is not suitable, I want to see monorails over highway right-of-ways. Let us not forget that the province does own the air space above the highways and it is not just a two dimension thing. What we ought to be using is the last few vital mileage of our arteries, not just on one level, but on several, particularly for monorail or induction motor cars to speed people to and from parking lots to the city. It would not be long before the few hundred who now commute daily from Barrie, for example, will grow to thousands and the 400 cannot cope with that kind of traffic.

If to that chaos we add a major international airport in that area, the servicing becomes enormous. It needs one tanker trailer every five minutes to service the new Montreal airport unless they build a pipe line which they have decided to do.

Even so, the roads to Ste. Scholastique are going to have to be completely rebuilt. It is a whole new ball game. The Minister has a deputy working on the Toronto airport location committee, and I know how important secrecy is regarded so that land specu-

lation will be kept to a minimum. But how, I ask, can we talk seriously and realistically about these estimates here today when all we know is that wily plans are being pushed forward relentlessly to lay the ground work for an airport at a location which each day narrows down. All our plans are contingent upon the final location of that airport and the Minister himself cannot reveal what those arrangements are, or how far they have proceeded, without giving the game away to the speculators. We are just as concerned as he is that nobody makes a killing out of the airport location, but it does make our task here today very difficult, giving an air of unreality which is most unfortunate.

One of the major factors in highway congestion is that trucks are getting bigger and bigger to the legal limits and yet they are travelling our roads inefficiently—one way full and one way empty. I was looking at an advertisement in *Business Week* magazine of July 12 urging businessmen to write to Congress so that bigger trucks could be put on highways in the United States. It went on to say that:

It is no secret that transportation costs are up, nor is it news that these costs contribute to the higher prices involved with everything we buy today. The pressure on transportation comes from higher wages, higher operating costs and increased taxes among other things, and it does not look like it is going to let up. But the truckers could whip it, at least to a degree, except for one thing. The rigs now rolling across our broad new inter-state super highways are no bigger, longer, wider or heavier than they were in the 1940s. The outdated federal size and weight limits see to that.

Yet during the last quarter of a century, our federal highways have grown enormously in size, safety and capacity. The drivers are more skilled and the equipment produced for the trucking industry is far more sophisticated. Still our rigs remain limited to the size of the 1940s. Costly, yes, but just a small increase in their dimensions or the use of double trailers could add that extra margin of efficiency that looms so large on the balance sheets. Slightly longer, slightly wider trucks would be a tremendous tool to help shippers hammer down the rising cost of transportation.

I would oppose that suggestion. In fact, I would reject it out of hand. But I would support the Canadian trucking industry in its



legitimate complaint that the PCV licence is so restrictive as to contribute in a major fashion to the congestion of our highways. Trucks rumble into Toronto fully loaded and they return empty. These trucks could well bring different loads back if the PCV licence did not prohibit such commerce. When you look into it, you will find that a little bit of intelligent paper work would reduce the congestion on our highways significantly. Paper work is a lot cheaper than pavement. There was a broadcast on several radio stations last night and this morning to the effect that private industry is already holding meetings and laying plans to combat the summer job scarcity next summer. Why, I ask then, cannot The Department of Highways employ students, particularly university students, on a regular casual labour programme particularly associated with highway clean-up?

We have seen the Pollution Probe that has tried to do this voluntarily, but they have not got very far because they lack authority. If they wore uniforms for the summer, the story would be very different, and the litter menace would be reduced. I also want to see students employed in the summer maintenance and cleaning chores.

Mr. Chairman, I have a good many points to make on the vote-to-vote basis, but I want to end this over-all view by stressing that money must be made available now. Perhaps a bond issue for this purpose is the right approach to acquire rights-of-way that will keep the automobile, with its pollutant exhaust fumes, away from the downtown core. I see enormous terminals, bigger than anything we have yet had, eventually becoming the compulsory parking lots for all private vehicles on the edge of Metro, and in time, perhaps, on the fringes of other cities too.

This is going to incur an obligation on the over-all administration to provide rapid transit from these terminals to the downtown areas, and we have seen a variety of methods that would work. Cost-benefit analyses should be undertaken right away to see, in each individual location, whether a monorail or a pressure tube or an inertial car system serves the purpose best. But whatever it is, it has got to be planned properly, and the rights-of-way acquired now, before costs soar. The government has accepted the idea of project management for the new Queen's Park buildings. How much more important that we should have project management of the vastly greater sums that will be spent in the future

on the commuter facilities necessary to keep our cities alive.

Mr. Chairman, that concludes my opening remarks. The details of each vote I will deal with as they come up.

Mr. Morningstar: Mr. Chairman, I was wondering if we could have copies, or at least some of the members could have copies, of this speech. We have not got any copies. Do you have any copies of this?

Interjections by hon. members.

Mr. Martel: Mr. Chairman, I have a rather lengthy speech of 20 pages. I started to chop it up and will use most of it as I go along. However, in opening up the comments for the New Democratic Party, I want to compliment the department on a great juggling act when they arrived at this set of estimates. When you compare these 1969-1970 estimates with 1968-1969, and you use the public accounts to try and get some picture on what is happening, one would have had to be an accountant to do a competent job. So I compliment the department for their footwork.

Secondly, before I go into anything, I would like to point out to the Minister that when we use public accounts, particularly in two aspects, it is next to impossible to get anything from them. Let me illustrate. If you take contract numbers and jobs, the present material we are getting is a company name, a contract number, and a figure. Now what does that tell us? It tells us absolutely nothing. It does not tell us where the location of the job is. It does not tell us the type of work. This could all be put in if we used, in the public accounts, possibly an expenditure sheet like this. We would then be able to tell where the type of work is being carried on. We could figure out approximately how much per mile it was going to be. But under this system, we know nothing. I am sure that your staff does not want to have us sending in for a complete documentation of each contract under these headings, and I would propose that maybe, Mr. Minister, this could be changed for next year.

Also, if we look at expropriation, we even get less. We get the name of the person who is expropriated and the quantity of money he received. This could include damages. We do not know the location. We do not know the road number. We do not know how much is being expropriated. In fact, we know virtually nothing. And you might as well tear



this out of the public accounts, because it means nothing to anyone. The reason in expropriation that I asked for the amount of land being taken, is that I had occasion to work on an expropriation case last year with Public Works. The man in question was getting \$6,000, or roughly \$36 an acre. Of the people on either side of him, one man was getting \$83 an acre, and the man on the other side of him was getting \$56 an acre. The thing that struck me funny was, why was this man in the middle getting only \$36 an acre? We worked on it, and he got an extra \$6,000.

But we have to have some of this information, and as it exists now it is virtually useless to us. This would save us contacting your office to get the detailed information. I would hope that this might be considered as a new step for The Department of Highways which would seem to be in keeping with, I think, what has to be a new role for The Department of Highways—a much more important role than has been the case.

To date The Department of Highways has had a role of almost playing follow-the-leader. In the north, or any place else for that matter, a body of ore might be struck. It starts to boom, and the first thing you know, you see DHO moving in with a highway. I do not think this is the function of The Department of Highways. It should not be. The function is development—to develop this province to the best of our ability. If we are going to do it, The Department of Highways is going to have to play a significant role. In talking this over with some of the people from the University of Toronto, they maintain that the role of government is to lead and not to be led, and this role applies more aptly to highways, economic and regional development, and so on.

It is unfortunate this government, and various departments within the government, never fulfil their role. The role of The Department of Highways must drastically change. Highway development and highway transportation must be used as a major variable to guide desirable patterns of regional development. That is, transportation decision should be used to promote desired development rather than to ameliorate problems arising from unco-ordinated or non-existent planning activities. It was within the current jurisdiction of government to control the development of virtually all transportation systems. Too often government has abdicated this responsibility and implemented transportation plans in response to a crisis, or to

follow into an area with a road after an industry is located there. The present role is one to satisfy the need, and not to foster regional development or growth.

Transportation planning, whether it be for a highway, a GO system, or possibly GO-Air in the north, must be goal-oriented. The goals and objectives of a community or a growth centre must be spelled out and based on information from a series of regional information centres, which I will outline presently, so that the necessary highway system which will encourage the growth centre or community can be designed and introduced. Follow-the-leader, The Highway Department's role today, has no place in this type of development. Proper regional development is out of the question without modern high-speed transportation avenues linking growth areas to other regions of the province. The disadvantages of distance and time can only be reduced by proper transportation routes.

To make regional decisions, bearing in mind the goals desired, a much richer source of information than presently exists is needed. Too little is known about the stores of wealth we possess—the forestry preserves and the types of vegetation, the educational levels, the services available, the markets, the psychological state of the individual and groups, the level of satisfaction and stress arising from the location of highways and airports near residential neighbourhoods, and even the hazards to physical health incurred by transportation users and non-users, to mention but a few. All must be investigated and assessed.

What is even worse is that most of our current information is correlated into area units, so that any information we do have is merely an average or total for certain areas. The type of information we now have has a tendency to obscure the actual patterns of expenditure, the incidence of benefits and costs, and other consequences which arise with transportation development and other government programmes. With a much broader basis of information from which to operate, we would be able to discern benefits and effects of such planning in the developments of highways when related to the whole, rather than a section, of an area. In the past, regional information systems of the type proposed were not technologically feasible. The emergence of high-speed digital computers has greatly increased our ability to

handle large amounts of data. Regional information systems are sorely needed, both to increase the quality of forecast required for rational planning and also to monitor the consequences of current transportation systems and routes, to assure that all effects of transportation decisions are enumerated and evaluated.

One can see that more discussion among various departments such as Trade and Development, Mining, Municipal Affairs, Lands and Forests, Health, and Highways is necessary than is presently the case. Direct government involvement in planning will be needed. Unfortunately, the helter-skelter, wishy-washy approach to planning this government has demonstrated rules them out of regional development and achieving the goals desired. The Department of Highways should be foremost in implementing the desires and the goals that we want. If goals are established, with highways and transportation as a means to attaining the goals, then other problems will be reduced. For example, once the corridor is designed, long-term planning of necessity reduces the need or costs of expropriation. One-industry towns will cease to be a problem as goal-oriented towns will be developed. With more than one industry in mind, then the whole plan would be oriented to achieving such goals.

One could be content with the present system, with free enterprise locating where it is likely to be most successful and the government assisting by constructing a highway where it is successful and to the advantage of all. But planning for development by the present government is impossible.

I would like to illustrate just how successful this department's planning is. Early this year I attempted to obtain some data. It took a considerably long time to obtain that data—data based on supposed government planning. The plan I have before me is the Niagara Peninsula plan. I have three others—southwestern Ontario, the London area, and I believe, the Ottawa-Carleton area. There are a whole host of priority items which are to be done by 1970, according to the plans anyway. I do not know if I should read all of these into the record or not, but there must be some 40 jobs which had top priority, many of which were to be completed by 1970. As I check over the list, I find it very difficult to find any that are finished. In fact, if you look the list over carefully, Mr. Minister, the majority of them are not started. Now, there seems to be more in the talk than in the action. Possibly a lack of funds might have something to do with it. But I do not think

we should rule this province; or run this province, by a host of promises of things to come, and deadlines when none of the deadlines is in fact reached. In fact, none of the goals is even started in most instances. I really do not know if I should read all these into the record, Mr. Chairman.

Well, I will give you an example. I will just use one of them. I will just mention the present one before me—the highways that had to be up-dated and then those for the first period 1966-1970 in the Niagara area: Welland—a four-lane divided urban freeway; Highway 3 from Fort Erie west to the junction of county road 3 east of Port Colborne—a four-lane highway; Highway 3 from junction of county road 3 west of Port Colborne—4.7 miles. Those are just three of the six up-dating jobs. The first period, 1966-1970, covers the following sections of highways which are proposed for construction in this period, plus any backlog sections not constructed by 1966: Highway 58, Prince Charles Drive, the Welland Tunnel to Highway 406, widen the existing 40-foot Prince Charles Drive to a minimum of 48 feet. Is that done, Mr. Minister?

**Hon. G. E. Gomme (Minister of Highways):** Do you want to ask questions now?

**Mr. Martel:** Well, I can find the answers in here. It just saves time.

**Hon. Mr. Gomme:** This was a change in the canal.

**Mr. Martel:** Right. It is completed then? The first stage, 1966-1970, I am wondering if it is completed.

**Hon. Mr. Gomme:** I took it for granted this was the opening statement of your party.

**Mr. Martel:** Right. Well then, I will ask about the rest of them Mr. Chairman.

Welland Tunnel in the city of Welland—four lanes with connection to Highways 58, 406 and Welland city streets; Highway 3 from county road 3 east to Port Colborne to the junction of county road 3 west of Port Colborne—a four-lane urban expressway with tunnel under the Welland Canal; Highway 3 from the junction of Highway 3 and county road 3 south of Chambers Corners on a new alignment to Highway 3 west of Dunnville—four lanes for the first 4.5 miles and a two-lane highway, with right-of-way for four lanes.

Proposed highways from Bismark to Canborough—two-lane highway using county road right-of-way where feasible. Highway 3C from Fort Erie to county road 28, Crystal Beach and through—two-lane highway with



provision for four lanes undivided in the third period; Highway 58 and proposed Highway 3 to existing Highway 3—four-lane urban expressway; Highway 58 from Highway 20 to Welland county road 27, mostly on new alignment—two lanes with right-of-way for four lanes; and Highway 58 from Welland county road 27 to Highway 406—a four-lane urban expressway with a tunnel under the Welland Canal.

As I check the material I have in front of me, I find that most of these have not yet started. Now this material goes back to three or four months ago. Hopefully, all these projects would have been started.

Hopefully, the projects in the other three massive volumes that I have taken the trouble to read will also be started and well under way. But if the material I received some months ago is any indication of the planning, it leaves a good deal to be desired. Certainly we are not fulfilling the plans and it is going to take an increased effort on this department's part to put those plans into effect and meet the deadlines that have been drawn into the plans.

I want to deal, Mr. Chairman, with a third item. This is the item of costs. This has disturbed me and because of not knowing much about highways, I thought I would take the trouble to read up what we do in Ontario.

I had extreme difficulty in getting information. I had no problem getting it from the U.S.A. In fact, any state that I wrote to sent me all kinds of these books and indicated to me precisely how each item was considered and how payment was made for each item right from the beginning of constructing a highway to its completion. I was disturbed even at that because I find it difficult to determine how we know that we are getting our money's worth, that we are getting the best value for our dollar, that we are getting the best possible service for the money being put in.

Let me illustrate with just a few examples. For example, how do you gauge how much water is being used? I want to know this; I want to know in Ontario. But I still do not have a book on that, although I have attempted to get one. How do you know that they are using X number of gallons to keep new construction watered down? How do we know how much fill—precisely how much fill—is being used? In other words, what gauge do we have that will tell us precisely that we are getting our dollar value?

The reason this came to mind, Mr. Minister, was as a result of digging around to see whether there were one or two solid Crown corporations who would do only a very small portion for the provincial road work. This could be a yardstick I felt, and I wrote to Saskatchewan to find out what happened out there, because apparently they did have, at one time, some of the work done by the government, in such things as upkeep of highways, wiring, and so on, to see if we could arrive at comparative costs with a good Crown corporation. Now I am not suggesting the whole province be done by government. I am saying, let us see what type of job one or two solid ones with proper equipment and top personnel with a good salary could do to reduce costs on the project and compare it to what the private sector was doing. And it is interesting, Mr. Chairman. For example, in an article I have here by Henry Baker, who is the member of Parliament for Regina South and, I believe, also the mayor of one of the cities, I just want to quote:

Prior to 1956, the city of Regina had paid an average of \$10.50 per ton of asphalt. When the city acted on the recommendation of a Woods-Gordon report, and purchased an asphalt plant and road-building equipment, it was able to reduce asphalt to \$6 per ton in the first year of operation and by 1965 had reduced the cost to \$4.85 per ton.

I do not know whether that is in keeping with what we pay or not but it is just the figures of what it actually cost. This resulted in a saving of \$1,885,000 for the Regina taxpayer for the 1956-1965 period. A similar saving was shown by using city-owned gravel equipment, cutting the price of \$2.25 and \$2.55 asked by private contractors to \$1.55 and \$1.75 for city-owned gravel. The paper showed that by doing a substantial amount of work with their own crews, the over-all cost of paving had been reduced by 30 per cent.

The city has carried out approximately \$20 million of paving programme over the past 15-year period with a saving to the Regina taxpayer of \$6 million. He contended the reverse is taking place under The Department of Highways contract and policy as it now exists.

After phasing out highway construction crews used for years during the CCF administration, the average cost of earthwork of 16 to 19 cents per cubic yard in 1964, immediately jumped to 22 to 26 cents per cubic



yard. From 1964 to 1969, there has been an increase in earth moving of 27 per cent. So I think the Minister can see what I am driving at. We have to have something to gauge by.

I have another letter from Mr. Cameron Cooper, a research assistant of a political party, and he writes the following:

Prior to 1964, the CCF government did a substantial amount of highway construction—

You have something to say?

An hon. member: What province was that?

Mr. Martel: Well, when I hear the Conservative members, I am sure their opinion is biased.

An hon. member: Sock it to me!

Mr. Martel: To continue quoting:

Prior to 1964, the CCF government did a substantial amount of highway construction with government equipment and crews. The Liberals have entirely or virtually abolished this practice. A look at the rise in costs may therefore indicate to some extent, the value of government contracting. In Canada, during the period of 1963 to 1966, cost of highway construction rose by 26.8 per cent. British Columbia's costs rose by 33.8 per cent, the highest anywhere except for Saskatchewan where costs leaped by 63.5 per cent, or nearly twice the percentage increase of the next province on the scale. Source, Dominion Bureau of Statistics 62-002, Prices and Indexes, December, 1967.

That is certainly an increase, I must admit. Well, I gave you the data—

Interjections by hon. members.

Mr. A. K. Meen (York East): Could I ask the hon. member what he is talking about? The cost per mile of highway or is he talking about—

Mr. Martel: We are talking about total expenditure but we will come to cost per mile. Just be patient.

Interjections by hon. members.

Mr. Martel: Mr. Chairman, I was being biased but I am wondering if the Dominion Bureau of Statistics is a biased body. Now we will talk about cost per mile for the hon. member for York East.

This was tabled in the Legislature in Saskatchewan, Department of Highways and

Transportation return on the motion of Mr. Wills. An order of the legislative assembly was issued on March 5, 1968, for the return showing (1) during 1966-67 the highway oiling project undertaken by (a) government crews and (b) private contractors; (2) the mileage of each of the above projects; (3) the cost of each project. I can take any one you want. I can read the whole sheet if you wish. I will just take some of them at random though and show you the costs.

Mr. A. Carruthers (Durham): Are you talking at random?

Mr. Martel: No. Well, how about I let the hon. member read it in its entirety, Mr. Chairman? (1a) is the work done by the government crews west of Shell Lake to Spiritwood, 15.78 miles approximately for this oiling, \$43,007.95 gravel partly included, approximate cost per mile \$2,710. U.S. to Val Marie, 21.09 miles, cost \$69,358.45 gravel included, approximate cost per mile \$3,290. I can go down the list if you like. Shackleton to Leader, 44.8 miles, cost \$185,678.60 gravel included, cost per mile \$4,140.

Now we look at those done by the private sector. Junction 10 south, 1.8 miles, approximate cost \$6,716.04 gravel included, the cost per mile \$6,280. Lee Ross to Elrose, 31.21 miles, cost \$169,701.59 gravel included, approximate cost per mile \$6,440. Junction 10 to Sault Bridge, 7.89 miles, cost \$34,038.33 gravel included, the approximate cost per mile \$4,320.

Mr. Jessiman: Mr. Chairman, can I ask the member a question right now?

Mr. Chairman: Yes.

Mr. Jessiman: Has the member been on either one of the last two roads mentioned? Does he know what part of Saskatchewan he is referring to? Is he referring to the flat land or is he referring to the northern part of—

Mr. Martel: Well, would you like me to read the?—

Mr. Jessiman: No, do not read just—

Mr. Martel: What I am saying is these are taken from the sheets at random submitted from the Legislature and in each instance the cost was almost double per mile of what was done by the government crews as opposed to what was done by the private sector.

As I said earlier I am not asking that we take over holus-bolus the construction of

highways. I am trying to prove that what we need is a couple of fairly significant corporations to go out and use this as a scale to evaluate whether we are getting our dollars' worth and whether the costs are too high in the private sector, just so that we have a gauge. I just do not like taking figures at random. If somebody tells me this is the cost, I want to know. I think it should be incumbent that this government wants to know that it is getting the dollar value and these figures certainly do not indicate it.

The rise from the Dominion Bureau of Statistics indicates that when private enterprise took over holus-bolus in Saskatchewan, the cost jumped up twice as fast as any other province. It is a way of making sure that this thing is kept under control and I do not think that anyone can really argue with them.

In just summing up this portion, Mr. Chairman, it is interesting to note that the people who used to be formerly friends of The Department of Highways, the Ontario Motor League, in one of their publications made the following statement:

Ontario may be a wonderful place to stand, but it is a hell of a place to own and drive a car.

And they are dealing with how we finance our highways.

**Mr. Carruthers:** Who said that?

**Mr. Martel:** The Ontario Motor League. Well actually it comes from a well-known Toronto newspaper writer recently, and it is written in the Ontario Motor League's publication.

Interjections by hon. members.

**Mr. Martel:** They quoted it and said it was probably an appropriate item. The date of this is February 19, 1969, in volume 2 number 1. So it is very recent. Could I ask the Minister if these types of manuals ever tell the cost? Not the black one which is very interesting and read with much delight, but it does not tell me where the payments are really made, not to the degree that is indicated in any of the volumes that I obtained from the United States who tell you right from the time the job begins how much each item costs and how they pay the cost—for example, in gallons or in tons or how it is paid, how it is insured to some degree, and if they are getting some control—and hopefully we are too.

Now maybe I am wrong. Maybe there is. I read in here, by the way, there is an item No. 318 or something like that, that indicates this sort of work. I am not sure if I have the precise number, but it indicates in there that there is a construction manual with weighing and so on. Maybe I could obtain a copy of this. With these opening remarks, Mr. Minister, I would just like to say that I am trying to give you a much more important job.

I want you to take on a new role. I want you to take on probably the leading role in developing Ontario. I want you to consider the suggestion of some type of scale of assuring we are getting our dollars' worth and hopefully that the planning is more in the keeping than the neglect.

**Mr. Chairman:** These represent the opening statements of the various parties. We will have the Minister, perhaps, agree to reply.

**Hon. Mr. Gomme:** Yes, Mr. Chairman. It was not my purpose to make any opening speech, but I have listened with a great deal of interest to the two speakers from the other two parties. I was interested in a few things particularly that the hon. member for Oxford said. He ranged over a great field, a lot of it that did not really come under The Department of Highways. But the one thing that I was very interested in, is that in his speech he starts out and he says: "That is why we have been so selective and precise with estimates." From now on do we have to say, "Why is it not in my constituency?" And then, of course I notice, he immediately goes into the area of Woodstock. So on one hand he says do it for the provincial good as long as it is in my riding.

Interjections by hon. members.

**Mr. Innes:** I did not say that. You interpreted it a little different.

**Hon. Mr. Gomme:** However, another thing that he talked about, of course, was in regard to The Department of Highways and The Department of Transport. This is not within my jurisdiction to arrange any amalgamation or anything such as that within the government.

Of course, he talked about the Toronto airport. Of course there is a lot of discussion about that, and maybe he can get some information we do not have. Maybe the federal government will tell him where it is going to be and we would know a little better then what to do in regards to the road. Then he spoke about trucks and the coming and going



empty one way. This of course is entirely under The Department of Transport. It is not under us, and I think other things that he said will be taken up during the special estimates.

Now, the hon. member for Sudbury East spoke about the public accounts. Of course this is done under the direction of the Provincial Auditor. It is not done in any way that he does not want it done. It is done to his satisfaction. You referred to it not being complete. We have put out a programme book of highways, and the construction contract numbers and everything are in those. I think it would be very easy to compare.

The other thing, in looking over the accounts very quickly, in regard to people we deal with, or land expropriation and all that. It is all in an alphabetical order, and I think, very easily, you can find the particular one that you want.

**Mr. Martel:** It does not follow at all.

**Hon. Mr. Gomme:** Well, this may or may not be. Of course, that is your opinion.

**Mr. Martel:** Well, how? What information have you got on it? Take any page in public accounts on expropriations. Tell me what you get from that. How many miles, or how many feet, were expropriated?

**Hon. Mr. Gomme:** Well, of course, you have got to realize that you cannot take a basic price per mile or per foot, and put this in in every case. I mean, these are individual cases. And then on the cost per mile, as you referred to, you cannot just take it on that one statement. I mean, the contract specifications and everything would have to enter into it. And I think the hon. member for Fort William brought up a very interesting remark when he said, "Was this in the mountainous country, or was it in the flat lands?" All these things have to be taken into consideration.

Now I will say that, in regard to our specifications and general ways of handling contracts, this has been followed by a great many of the other provinces. We have a construction manual which we think fills the bill very completely, and lays out the programme.

With these few remarks, Mr. Chairman, I think, if it is the wish of yourself, we could start into the estimates. We certainly want the members to realize that we are here to give them all the information that we can give, and that is what we will try to do.

**Mr. W. E. Johnston (Carleton):** Mr. Chairman, I just want to make one comment, and it is this: With the greatest respect to both Opposition parties, this is the third committee I have had the opportunity to sit on, and I have found that we spend a little too much time on votes of lesser importance. Now as I look over the schedule here—I think there are only four or five votes—it would seem to me that we are all interested in road maintenance—Vote 902.

I am sure we are all interested perhaps more in road construction—Vote 903. And I am sure there are a number of people here who are interested in GO Transit. And again I say, with great respect to the Opposition parties, that it is their function to come before this committee to try to get the answers to some of the questions where they are not sure of the answers.

I would suggest only that we spend less time on this Vote 901, and get into 902 and 903, because our experience has been in the other committees, as I said earlier, that we spent too much time on the votes of lesser importance. I would like to see the committee spend a great deal of time on these other votes. That is all I wanted to say.

**Mr. Innes:** The policy is most important.

**Mr. Chairman:** Vote number 901.

**Mr. R. F. Ruston (Essex-Kent):** Mr. Chairman, I wanted to bring up—and I think this would come under Vote 901—the general administration of the overall department. I had a few items. As you are aware, I am not a member of the committee, but I understand we are allowed to ask questions. With regard to one in particular, that involved my own area, and I think that we have to take these up at this time, this regards the turning back of highways to counties.

We had one that we were informed we would be receiving last year, back about 90 miles in Essex and Kent county. However, that was delayed, till when I do not know. But has the Minister got any new information with regard to these highways and what his plans are for the future reconstruction and future ownership of them. Could he tell us anything in that regard?

**Hon. Mr. Gomme:** Well, does the hon. member want to get into specifics of certain roads? It is not our policy generally to turn back roads to any lesser road authority that are not in excellent shape. This we usually do before we turn it back.



**Mr. Ruston:** Well, in other words, I would say I would have the Minister's assurance that, before anything is done with regard to the roads that we have discussed, he will be giving them a thorough looking-at, and the county will be well aware of anything that is coming so that they would be prepared to handle whatever might come.

A letter was sent out last April, he must remember, with regard to roads that were going to be turned back as of July 1, 1968, I mean 1969, and I am sure that no municipality or county could handle such a major undertaking, to pick up over 60 miles of road for the county of Essex alone, with their budgets already set and so forth. What I am getting at is, surely there must be a better way of doing this bit by bit. We realize, I know, that it was not carried through, but it is quite a shock.

I think the Minister would agree with me, it is quite a shock for the county to receive a letter that they are receiving 60 miles of road as of July 1, without anything in their budget to handle it. We know that they are subsidized 50 per cent, but that is still a large amount for one municipality, and all I am saying is that, from what I take from the Minister's remarks, that any future negotiations—any future thoughts on these roads and who will look after them—I would hope, would be negotiated with the county.

**Hon. Mr. Gomme:** Well, this of course would be discussed with the county or counties. This came about as a result of the county-need study. I may say that these were the roads that in that study, should come under the jurisdiction of the county. But, as you are aware, there is an updating of these county-need studies for the coming five-year period, and this is the reason why they were held over. We thought we would see what that produces before anything else is done. But you can be sure that the county will be well and properly advised, and we will discuss it with them and everything else.

**Mr. Chairman:** It is my opinion that that item would not come up under Vote 901.

**Mr. Ruston:** It is not a county road yet.

**Mr. Chairman:** My interpretation is that it would apply to Vote 902 in view of what the Minister has said, that these roads are brought up to a certain standard before they are turned over.

**Mr. Ruston:** I think you will have to agree, Mr. Chairman, that it is a matter of policy

when you get a letter with regard to something like getting a road back. It is pretty hard to take it out of head office policy. I would have to disagree with you there.

**Mr. J. E. Stokes (Thunder Bay):** If I might just follow that up, Mr. Chairman.

I had occasion to write to the Minister about five weeks ago, with regard to just that kind of road. I am referring to the road that leads off Highway 17 to the fish hatchery operated by The Department of Lands and Forests at Dorion. The village of Dorion, or the hamlet of Dorion, was erected into a township, I think, on January 1, 1969.

They found that they were charged with the responsibility of maintaining this road, because with the incorporation or the erection into a township, they were told that it was their responsibility to maintain the road that was used by The Department of Lands and Forests primarily, by logging operators secondarily, and there were some homesteaders along the way. Now—

**Hon. Mr. Gomme:** Pardon me a moment. Now could I ask the member if it was ever a highway under the jurisdiction of The Department of Highways?

**Mr. Stokes:** It was never under the jurisdiction of The Department of Highways.

**Hon. Mr. Gomme:** No, but it was not a turned-back road by us to them?

**Mr. Stokes:** No, it was not a turned-back road, but the whole thing was, The Department of Highways accepted responsibility for its maintenance up until such time as Dorion was erected into a township.

Interjection by an hon. member.

**Mr. Stokes:** And it was maintained by The Department of Highways. Now, when they took over the road, they asked that some department of government at least underwrite a portion of the cost of maintaining the road. I wrote to the Minister, with copies to the Minister of Tourism and Information, with copies to the Minister of Lands and Forests, and with copies to the Minister of Mines, who is chairman of the roads to resources commission. I have not had any indication from the Minister that his department will accept any responsibility for this multi-use road. I would like him to comment on this.

**Hon. Mr. Gomme:** Is it now a township road? Is this the—

**Mr. Stokes:** The municipality has been informed that it is their responsibility.

**Hon. Mr. Gomme:** I cannot tell you just off hand what the subsidy would be to it. But I know it will be very high. We are probably paying 80 per cent of the costs of looking after the roads in that township. They know they will get that.

**Mr. Stokes:** They must be very apprehensive about it because they sent a petition in to a delegation of Cabinet Ministers who were in the Lakehead on one occasion about four or five weeks ago.

**Hon. Mr. Gomme:** I think they wanted it to be taken over as a secondary highway, and we do not think it fits that. That is what I say, that it is a local road, and although I am not quite positive I think they qualify for an 80 per cent subsidy on that road.

**Mr. Stokes:** Even though it is primarily used by the Department of Lands and Forests?

**Hon. Mr. Gomme:** If it is a township road, yes, in that area. All townships do not get this rate of subsidy, but we recognize the ability to pay. That is why it is higher in some cases like this.

**Mr. Martel:** Mr. Chairman, I want to go back just for a moment if I may. The Minister indicated in his reply, and I think he hung his hat on the hon. member for Fort William's concern as to whether or not this is flat land or hilly land. I do not know the terrain in Saskatchewan, in the extreme north which would be hilly land, to the extreme south, and I do not think there is that much difference. But I think he overlooked one factor—the statistics taken from the Dominion Bureau of Statistics which indicated that British Columbia. . . . I will read it again:

In Canada, during the period of 1963 to 1966, costs of highway construction rose by 26.8 per cent. British Columbia's costs rose by 33.8 per cent, the highest anywhere except for Saskatchewan, where costs leaped by 63.5 per cent, or nearly twice the percentage increase of the next province on the scale.

The source is the Dominion Bureau of Statistics.

**Hon. Mr. Gomme:** Well—

**Mr. Martel:** Now another argument is going to come from the Minister. The Minister is going to say, "Maybe they constructed

more roads that year than anywhere else in that period."

**Hon. Mr. Gomme:** No. If I might say a word on that. I was in B.C. a couple of years ago and one of the things they show you there is a mile of road that cost \$5 million. Naturally, that is going to put the overall cost per mile up if you just take it that—

**Mr. Martel:** I am talking about Saskatchewan, B.C. was—

**Hon. Mr. Gomme:** Well, that can apply in Saskatchewan too.

**Mr. Martel:** But Saskatchewan was the province, Mr. Minister, where they had a gauge, a measuring-stick, call it what you want. And after that measuring stick went out the window, costs went up double in comparison to any other province. I want to know if we have a measuring stick to gauge by this sort of approach, or do we just take it for granted we are getting our money's worth.

**Hon. Mr. Gomme:** Of course we have got a measuring stick.

**Mr. Martel:** Well, what is it? Would you explain it to me then?

**Hon. Mr. Gomme:** We have the most sophisticated system of estimating that you could think of. Our people are very up-to-date on that. And still I say that with costs generally as they have risen, you cannot compare altogether that in Saskatchewan with northern Ontario.

**Mr. Martel:** I am not taking any specific—

**Hon. Mr. Gomme:** And we—

**Mr. Martel:** I am not questioning the integrity of your people. I am saying they might have sophistication, but I want to know what we could produce. Let us say what it would cost us to produce a mile and a private firm to produce a mile in similar conditions. Now just a minute, Mr. Chairman, you are ruling me out of order, but this happens to be—

**Mr. Chairman:** No. I want to interrupt the hon. member for a moment. I believe we have had plenty of preamble, plenty of sparing. There is an appropriate place for that question either under Construction or Highway Maintenance.

**Mr. Martel:** This is a policy decision, a policy matter, is it not, Mr. Chairman. It

deals exclusively with decisions made at the administrative level. Whether or not we will attempt—

**Mr. Chairman:** Well, it could and it could not. This is debatable.

**Mr. Martel:** Well?

**Mr. Chairman:** If you want to treat it under 901—

**Mr. Martel:** It is the most logical place. It seems to me that the construction portion deals with individual contracts and costing. Here, we are dealing with where decisions are made as to how the things under contract will be carried out. This seems to me to be quite a variance here.

**Mr. Jessiman:** Mr. Chairman, is the hon. member hinting that the contract can be given to free enterprise to compare it with the department?

**Mr. Martel:** What I am saying is that we have to take and set up a good firm to buy the equipment—

**Mr. O. F. Villeneuve (Glengarry):** —free enterprise. It is a fine recommendation . . . Crown Corporation dictatorship.

**Mr. Martel:** Holy crow—I have never heard—then Ontario Hydro must be a dictatorship. Is that what the hon. member for Glengarry is saying?

**Mr. Villeneuve:** No.

**Mr. Martel:** Well, you said it. And it is owned by the—

**Mr. Villeneuve:** Well, you're saying you want it.

**Mr. Martel:** Is the CNR a dictatorship? And the Provincial Police, is that a dictatorship?

Interjections by hon. members.

**Mr. Martel:** And the Post Office is a dictatorship? And how many other things are dictatorships?

**An hon. member:** They want your question.

**Mr. Martel:** I want to find out if they are competitive—

Interjections by hon. members.

**Mr. Martel:** Mr. Chairman, do you understand me? Forget about them. It just does not sink in over there. Forget about them. I

wonder if the Minister understands what I am driving at. I am not questioning the integrity of your people. I am not questioning whether industry—but, do we have a method?

**Hon. Mr. Gomme:** Might I ask the member if he has ever gone up to see our method of tendering and the way it is handled and everything like that? Have you ever done that?

**Mr. Martel:** No. No. No! And I am not questioning your method of tendering. I am not questioning the department's actions at all. There is no innuendo behind what I am saying, if that is what the Minister thinks I am driving at—that there might be something crooked. It is foremost—

**Hon. Mr. Gomme:** Oh, I could not think that of you.

Interjections by hon. members.

**Mr. Martel:** What I am saying, Mr. Minister, is this: Can you honestly sit there and say that you have a measuring stick to determine whether we get maximum efficiency from the contractors, whether we get our dollar value for our taxpayers who are paying the bills?

**Hon. Mr. Gomme:** Yes.

**Mr. Martel:** You are sure that we are? And yet where we take another province that has had both, using one as a measuring stick, and then that one is eliminated, the cost immediately doubles. Now, I find it difficult to believe why the prices in Saskatchewan would double in the three-year period as opposed to any other province once the yardstick was removed. That is what I am driving at.

**Hon. Mr. Gomme:** But the point about it is, as I say, that you cannot pick that out of the air like that. You would have to see the contracts and the type of construction that was built.

**Mr. Martel:** Mr. Minister, the over-all terrain in Saskatchewan, except in the extreme north, is not that difficult.

**Hon. Mr. Gomme:** But how do you know there was—

**Mr. Martel:** What you are saying is that all this material is all nook, that is what you are saying. The high contractor in the north and the low contractor in the south, that is what the Minister is saying.



**Hon. Mr. Gomme:** No I am not. But I say you cannot take that without looking at the contracts.

**Mr. Martel:** Right. But you can take the Dominion Bureau of Statistics material. Why is it double there in three years? Once the gauge was gone. Or, in the city of Regina where—talking about paving—they could reduce the cost of a ton of asphalt from \$10 to where in 1965 it was only \$4.85, once they purchased their own equipment for turning out asphalt. Why was there a \$10 decline in a nine-year period once the city owned its own machinery to turn out the pavement?

**Mr. J. W. Snow (Halton East):** Mr. Chairman, is the hon. member saying that a ton of asphalt was worth \$4.85?

**Mr. Martel:** Did the hon. member for Halton East just come in?

**An hon. member:** Let us give an order for—

**Mr. Snow:** No, I have been here. I have been listening to this great speech.

**Mr. Martel:** Well, let me read it again. I said that prior to 1956 the city of Regina had paid an average of \$10.50 per ton for asphalt. When the city acted on the recommendations of the Woods-Gordon Report and purchased an asphalt plant and road building equipment, it was able to produce asphalt for \$6 per ton.

**Hon. Mr. Gomme:** When was that?

**Mr. Jessiman:** 1956.

**Mr. Martel:** No, no. Just a minute. By 1965, it had reduced the cost to \$4.85 per ton, resulting in a saving of \$1,885,000 for Regina taxpayers. What do we pay for a ton of asphalt? The point I want to know is where are the statistics? Do we get our dollar value? What do we pay?

**Hon. Mr. Gomme:** The average price—and I am talking about this year—is \$4.50.

**Mr. Martel:** Well, this is \$4.85 in 1965.

**Hon. Mr. Gomme:** Yes, and I am talking about 1969 and I am talking about the average. You understand that this one specific—

**Mr. Martel:** No, I have three specifics. I am dealing with Saskatchewan as a whole, from the point of view of the Dominion Bureau of Statistics, from the mayor of the city and from the material presented on the House floor by the Liberal government, in a question from an Opposition member.

**Hon. Mr. Gomme:** What I am trying to say is that when you refer to the city of Regina, you have a small area, where transportation costs are nearly set. In 1965 our price was \$4.80 a ton. I am talking about this with taking into account what can be used in a metropolitan area like this as well as in the far north, where a plant has to be moved in and set up. Transportation could be 25 miles. I mean there is nothing there that is any better than ours.

**Mr. Martel:** There is something there that does say that costs do rise once there is no yardstick to measure by. And I think the Minister has to agree with that. Even grudgingly he might have to admit that.

**Hon. Mr. Gomme:** No, I would not grudgingly. As far as you are concerned, your method of arriving at these costs is different. Our estimators know the costs of these things and these contracts and the prices we have been paying stand up number one around this country.

**Mr. Martel:** Yes, except as opposed to the one province where they did have a gauge and this has gone to pot under a Liberal government. Well, we will give them an opportunity. He showed you what to do in Medicare—it is more than you can say for this government in highways research, Mr. Minister.

Interjections by hon. members.

**Mr. Martel:** Before I go on to discuss contracts—and I am not talking about individual contracts but protection for subcontractors and the performance of contractors.

**Hon. Mr. Gomme:** I would say under construction.

**Mr. Martel:** Mr. Minister, this year we are spending somewhere in the neighbourhood of \$655,000 in research on a budget that runs \$483 million—

**Hon. Mr. Gomme:** Pardon me, you are on research in this vote?

**Mr. Martel:** Right.

**Mr. Chairman:** Gentlemen, perhaps before we continue, we should clarify one point. Do we want to take these estimates item by item or do we want to range all over the field?

**Mr. Martel:** I am still on the same item.

**Hon. Mr. Gomme:** No, but you are down in research, item 8, vote 901.

**Mr. Martel:** All right, I will wait.

**Mr. Chairman:** What is the feeling of the members of the committee? Item by item?

**Mr. Stokes:** Mr. Chairman, when will it be appropriate to bring up—I had a discussion with the Minister privately, quite some time ago, about the excessive price of a contract that was put on a bid that was put out by the department. It was unacceptable to the department because of the excessive cost.

**Hon. Mr. Gomme:** You mean this was a contract we called?

**Mr. Stokes:** Yes, You put it out and you considered it was excessive based on the formula you said you have—a very sophisticated one. You made a few minor alterations and put it out again. The same thing happened where there was only one bid and it was excessive. So you decided that you were going to hire a superintendent, rent equipment, and do the job yourself. Now how often do you have to do this? Do you have to do this on a regular basis to keep the contractor honest? Or does it happen very, very seldom? I am just wondering, how do you make this determination and how often is it necessary to do this?

**Hon. Mr. Gomme:** I would like Mr. McNab to say a word on that particular item.

**Mr. A. T. C. McNab** (Deputy Minister of Highways): Well, we, of course, estimate all our jobs. We try to put ourselves in the position of the contractor who is bidding, taking into consideration labour costs and all the elements that go into making a contract. The specific contract you mentioned, I think, illustrates that type of problem generally. We estimated this job and called the contractor and said it was in excess of what we figured it should cost.

This can come about by a number of factors—lack of competition in the area, contractors not particularly interested in working in this particular area and other work available to the contractor. We felt this job was in excess of what we could afford to pay or should pay and we undertook the job ourselves. Sometimes when we call the jobs we find that if we break them into segments we can get a better price. Or if we add a section to make the quantities more sub-

stantial. We estimate the jobs, in short, just the same as we hope the contractors do.

All the people working in this section—and this is in part answer to you, sir—are very experienced construction people who know what an item of work will cost. Does that answer your question?

**Mr. Stokes:** I was just wondering. Were your suspicions well founded? Were you able to do it much more reasonably under that procedure?

**Mr. McNab:** It was not necessarily suspicion. We felt it was too much. It is just the same as any businessman. You have a price beyond which your budget will not allow you to go and in this particular instance, as it turned out, we were able to do the contract considerably cheaper than the bids we were able to get.

The contractors do not do all our work. We do a sufficient amount of our own work to be able to judge when we can do the job cheaper than the contractor. But we have to take into consideration all the elements that go with it and to carry the type of staff continually to do these specialist jobs if we do a great deal of the work ourselves.

**Mr. J. P. Spence** (Kent): I would like to ask the Minister whether there has been any change in policy with regard to width of township roads, or township bridges. We find in certain parts of Ontario that municipal men are quite concerned about township roads being only 18 feet wide. I understand the government hesitates, or may refuse, to pay subsidies up to a 20 foot top on the township roads. I feel there is sometimes—I suppose that is one of the cases where the government recommends an 18 foot surface and will only approve of an 18 foot surface. With school buses travelling on so many of the roads and, of course, they are covered with snow and ice in the winter time, I feel this is a hazard to the buses on township roads.

Another matter that concerns municipal men is bridges. I understand that the department only recommends a 24-foot bridge but many municipal men approve of a 28 foot bridge on account of school buses. And, of course, many farmers have to travel quite an extra number of miles because they cannot cross these 24 foot bridges with combines and different farm equipment. So I wondered if there was any change in policy. If I understand it right, you pay 50 per cent grants on township roads.



You pay 80 per cent grants on township road bridges. Has there been any change this last few years in regard to the width of township roads and also in regard to width of bridges on township roads in the province of Ontario?

**Hon. Mr. Gomme:** Well I might say to the hon. member for Kent, Mr. Chairman, that we have revised our standards to bring them in line with the amount of traffic that is carried on the road and the type of traffic. We have not come to the place where it is said that every township is only going to have a certain width of road.

**Mr. Spence:** Mr. Minister have you refused giving a grant to any municipality that built a 20 foot road in a township?

**Hon. Mr. Gomme:** I cannot think of one at the moment, but I would assume that maybe we have because our specifications, or the requirements, as we see them, might not need that type of road. But I can find out or if you have a specific case I would be glad to get the answer.

**Mr. Spence:** I could probably discuss with you privately.

**Hon. Mr. Gomme:** Yes.

**Mr. Spence:** Also in regards to the width of bridges. I understand it is the policy of the government to require 24-foot bridges on township roads. With the change in agriculture and the size of machinery, and of course, school buses and winter problems, a lot of municipal men think that the junction bridges should be 28 feet. I would like to hear your views on that.

**Hon. Mr. Gomme:** Again I say that we do not have that policy for all townships. I mean, those are the requirements for the type of traffic they are using—both the roads and bridges where these specifications may change.

**Mr. Spence:** Well, Mr. Minister, this has been brought to my attention by one of our richest municipalities in the province of Ontario, and one of the most highly populated farming areas. It was quite a concern to those municipal men, not to me, but the municipal men, that the department would not give consideration to pay the grants on a 28-foot bridge but on a 24-foot bridge. On account of the change in agriculture—another thing, on account of school buses; and they are quite concerned over—I suppose you

could say the district engineer recommends an 18-foot top on the township road.

This is a concern to municipal men. So I thought I would bring it to your attention to see if you would give consideration to this in an excellent farming area.

**Hon. Mr. Gomme:** I might tell the hon. member, if he wishes. We could bring you in a sheet—we do not have one here—that gives the exact specifications. You could see these things for yourself. Would you like that?

**Mr. Spence:** Be glad to have it.

**Hon. Mr. Gomme:** Well, we will get one for you tomorrow.

**Mr. Chairman:** The member for Welland.

**Mr. Morningstar:** Mr. Chairman and gentlemen. I just want to mention I do appreciate the great interest that the hon. member for Sudbury East has taken in the highway problems in the Welland area. I might say that—

Interjections by hon. members.

**Mr. Morningstar:** —we have suffered for years from traffic congestions in the Welland area, the great county of Welland, and at long last we are getting some of our problems solved.

**Mr. Ruston:** How long did it take you?

**Mr. Morningstar:** Well it took us quite a while. They had to settle other parts of the province of Ontario and let us go, you know. Now, Mr. Chairman, if you would just allow me a few words to put your records straight. The town of Thorold has been a fore-runner of the activity with the construction for the first time on the Welland Canal and the present project is to be completed in nine years. The Welland construction will begin this year on two additional canal tunnels. One which will carry canal traffic under the relocated stretches of waterways at East Main Street.

Probably you people are aware that there is a new canal being constructed in Welland six or seven miles long. Two miles south of this, one of the most imposing tunnels ever built in the province will carry traffic over the existing canal and below the relocated canal which will extend 8.3 miles from Port Robinson to Port Colborne. These tunnels are major projects this year by our Department of Highways, working in conjunction



with the St. Lawrence Seaway project with the Liberal government in Ottawa.

Interjections by hon. members.

**Mr. Morningstar:** Also this year the department has two new bridges across the Welland River in the western area. I might also mention that Highway 406, barring unforeseen delays, one year from now we shall be anxiously awaiting the finishing touches to a new long and sorely-needed highway route between Port Colborne and Welland and St. Catharines.

A new Highway 406 north of Welland is well advanced and will be completed next summer. A start has been made on the farm-house stretch of 406 from Beaverdam Rd. to Welland. I might mention that I was advised recently that a contract for \$1,889,210 has been allowed to complete this Highway 406 from St. Catharines into Welland.

**Mr. F. Young (Yorkview):** It will be completed in 1971.

**Mr. Morningstar:** We do not know, but they are moving and we are very grateful in the Welland area for what The Department of Highways is doing under the leadership of this great hon. Minister, Mr. George Gomme.

**Mr. Young:** Well how much is now completed?

**Mr. Morningstar:** Completion is expected in August, 1970. Reconstruction of the 4½-mile river road, north of Welland River is slowly edging its way from the town line towards Welland. The widening and paving started in September with the entire project being completed by August, 1970, according to county engineer Dennis Williams. Weber Road will cross the river at . . . and join Regent Street and Highway 3A. As the hon. member mentioned, the date has been set to erect the South Hallam bridge also. These are all connecting links in the Welland area. I will leave that up to the hon. member for Welland South (Mr. Haggerty).

**Mr. Stokes:** How much of an effort?

**Mr. Martel:** Mr. Chairman, it is interesting when one is a lead-off spokesman for a particular department for his party that he deals with more than his own constituency more than the Tory backbencher who speaks only for his own riding. One has to be concerned with the entire province. I can read from the Minister. . . . I am not going to wait for the answers now. Let us see what the

Minister says on your highways, Mr. Chairman, with your indulgence.

Interjections by hon. members.

**Mr. Martel:** The period covers the following sections of highways, which are proposed for construction from 1966 to 1970. Let us see what it says:

We have had—

and this comes from the Minister:

—to revise our conception of Highway 406 at Welland as a result of the proposed Welland Canal diversion. We no longer plan to connect Highway 406 directly with Prince Charles Drive, a temporary connection will be made via Merit Road and Highway 58 from the course of the current Highway 406 development.

In the spring of 1968 we awarded the contract from St. Davis' street road to St. Catharines south limit to Beaverdam Rd. which is scheduled for completion in the coming fall. We propose to award the continuation of work southerly to Merit Road, including the redevelopment of Merit Road westerly to Highway 58 in the near future.

That, if I read this book correctly, was to be done by 1970. Is it done?

**Mr. Morningstar:** Well, it's—

**Mr. Martel:** Is it done?

Interjection by an hon. member.

**Mr. Martel:** The redevelopment of Highway 3 from Fort Erie westerly 8.6 miles is completed. The continuation of the work to County Road 3, a gas line, was awarded in the fall of 1968, scheduled for completion. I have that one marked done, by the way. I do not want to mislead the member over there. The redevelopment of Highway 3 from County Road 3 west of Port Colborne westerly to the east end of Niagara of a proposed new highway is included in the five-year plan.

The five-year plan, according to this book, ends in 1970. Is that right, Mr. Minister? I just want to keep the Committee members aware of that. Is it done?

**Mr. Morningstar:** Well it—

**Mr. Martel:** Is it done by 1970?

**Mr. Morningstar:** Well, no.

**Mr. Martel:** Well, no wells, the plan said 1970.

**Mr. Morningstar:** In 1970, yes.

Mr. Martel: Well, the plan said it would be done by 1970.

Mr. Morningstar: Well, it looks that way.

Mr. Martel: Well, it looks that way, yes. It would be nice if you would not try to distort it by getting up and giving a resumé of what had occurred over the last 15 years. I was talking about the various plans that this department put out and said would be done by 1970. The same thing is alluded to in three other of the plans covering the province as a whole. I think if you checked you will find that most of the plans covering the rest of the province are no nearer to completion in their entirety as was scheduled in the first place as in your area.

Mr. Morningstar: Oh, well.

Mr. Martel: Oh, well, yes, oh well.

Interjections by hon. members.

Mr. Chairman: Mr. Jessiman.

Mr. Jessiman: I have two items, Mr. Chairman. Vote 901, item 6, insurance claims of \$350,000. Is this a reserve? It is such a small item, really, in such a large department.

Interjections by hon. members.

Hon. Mr. Gomme: This item provides for the cost of the insurance coverage on automotive equipment, ferries, traffic counters, bonding of employees, public liability and property damage claims. It is all department insurance with the exception of the liability on GO transit which is \$275,000. It also provides for the payment of claims that are not covered by insurance, in the amount of \$75,000.

Mr. Jessiman: Thank you very much.

Mr. Chairman: Mr. Innes.

Mr. Innes: Mr. Chairman, there are a few items in policy that I would like to have the Minister or one of his staff answer.

I mentioned about the parking terminals that could be established on the freeways. Have you given any thought to this, say on 401 East or 401 West, of the type of planning where we could put a monorail running into the city and connecting with the subway, so to speak. I know that, if it was possible, I would sure leave my car there, instead of coming through the mess in Toronto. Is your department giving any thought to this?

Hon. Mr. Gomme: Yes.

Mr. Innes: And long-range advanced right-of-way acquisition . . . Mind you, I do not want to ask too specifically. But I know you have some thought. It is quite substantial—or is it not—right-of-way acquisition in a long-range programme?

Hon. Mr. Gomme: Do you mean everywhere throughout the province, or in specific areas?

Mr. Innes: In different areas, yes. I do know, for example, that there are planners at the moment trying to formulate a road north, running parallel with Highway 400, somewhere between possibly Hamilton and London. I do not know. But I do know that there is a study being carried on at the moment. Certainly I would think this would be an excellent spot for planning to be done.

If there would be another four-lane highway running to the resort area it would take the pressure away from the converging traffic that comes from Windsor on Highway 401 to go up on Highway 400, and from the area east. They all funnel into Toronto and they all use Highway 400. No wonder, as I mentioned, it is a continuous parking area from Orillia right to Toronto; I just wonder if there is some acquisition currently being—

Hon. Mr. Gomme: Yes, in the particular area we talk about, I think you realize there is one highway planned—404, which will help to relieve the congestion. We have quite a good deal of advance buying on property. We are acquiring this as we can, and it is the same with Highway 403.

Mr. Innes: Yes. Now, in the instance of the two large plants that are currently operating, one at Nanticoke and the other at Talbotville—two areas that certainly were not in the 20-year-need study that was initiated in 1963. . . . These spring up more or less overnight, and the heavy traffic that is currently going to and from the plants. . . . What extra precautions have you taken to overcome some of the traffic, which I know was not in the original 20-year traffic study?

Hon. Mr. Gomme: We are examining this along with The Department of Municipal Affairs and local governments in the area. I have been down there on a couple of occasions where there have been plans by the counties as suggested by the steel company and the other people interested—where there is going to be a switch of roads for certain purposes. Of course, we are interested in it from a subsidy viewpoint of what we are going to spend in there to assist these people.



There is one particular spot I can think of where a road is going to be changed from the county jurisdiction, probably in the northern part, to one more southerly. The road needs rebuilding.

So in place of rebuilding it within the area where it is now, it is going to be built in an area satisfactory both to the counties and to the company.

We are constantly in negotiation.

**Mr. Innes:** Well, yes. Mind you, I think that the economy in the whole area is going to be substantially benefited by their being there. But it certainly places a tremendous load on the particular municipalities in that area if they do not get some extra consideration.

**Hon. Mr. Gomme:** I think they are well aware of their situation, and they are smart enough that they are getting extra consideration.

**Mr. Innes:** I would hope that they were. I imagine that this particular item that I am interested in would be concerned with policy, and that is the paving of the lanes on the shoulders of the roads. I do know that in some jurisdictions they do have a harder type of surface on there. I understand that there is a new enzymatic product.

I think it is sort of a plastic composition that does harden certain areas when you use the facilities of the already existing materials that are in the road. You put this over the top of them. I mention this to you with reference to the tremendous number of instances of window cracking by trucks pulling off on the side of the road partially, and coming back on. I do not know how many people have complained about windows being smashed; they have no way of coming back on the particular trucks.

It does seem to me that from the cost of maintenance from Windsor to Montreal on Highway 401, surely some of these shoulders could be experimented with. We might get away from the hazards that are incurred not only traffic-wise by reason of the large maintenance machines being on there continually grading it, but also save money on the amount of gravel that is lost in the road-sides.

I would like your comment on this, or one of your people in—

**Hon. Mr. Gomme:** There is no doubt about it. It would be an ideal situation to have these all paved—and we are doing it in some

of the more heavily populated areas. But it is strictly again, a matter of cost. The capital cost of it is too high on large stretches of rural roads.

**Mr. Innes:** Do you know about this compound that I am speaking of that has been tried in some areas; particularly in the United States jurisdiction? I do believe they have a plant in Windsor, if I am not mistaken. Have you paved any roads with it? Have you done any parking lots with it?

**Mr. McNab:** There are a number of types of construction that could be used, and we are watching this and keeping very close track of the economics. Certainly there are things beyond cost in areas where we feel that it is absolutely essential from the safety standpoint, where it is hard to get in and maintain the shoulders because of traffic, we are doing it. But certainly up to date, all our studies in every type of material that has been brought out would indicate that it is more costly. I do not know whether that is a satisfactory answer to your question or not.

**Mr. Innes:** Pardon me, but it appears in this article that it certainly is not more costly. It is designated for an on-site stabilization of existing native soils to be used in the construction of roads, brick paths, parking lots, landing strips and other smooth heavy-load-bearing surfaces.

**Hon. Mr. Gomme:** Is that an advertisement for the stuff?

**Mr. Innes:** Yes, it is, but it is being used in some parking lots now. I was also wondering—and I am not trying to be critical—but I would think that this type of material would also be good on wash ways where you have considerable erosion along the sides of the roads, or in some very steep areas.

**Mr. McNab:** We are using this material you are talking about—it has a cement stabilized base—in different areas. One of the things you have to remember in paving shoulders is your future maintenance. Heavy trucks get on them, and other heavy traffic, and then you have a real reconstruction problem. Whereas, where you have gravel it is just a matter of grading it. Here again, we are watching this and we are looking into the economics of it.

**Mr. Innes:** Have you used any on wash ways or spill ways up to the moment?

**Mr. McNab:** No.



**Mr. Innes:** I would like to ask you while you are on the vote, what revenue you have had from toll roads last year? I understand that the cost of salaries, expenses is \$561,000.

**Hon. Mr. Gomme:** Where is this? Which figure are you quoting?

**Mr. Innes:** From Collection Costs at Toll Bridges.

**Hon. Mr. Gomme:** Vote 901?

**Mr. Innes:** Yes.

**Hon. Mr. Gomme:** Surplus over expenditure, I believe that is the figure you want.

**Mr. Innes:** Yes.

**Hon. Mr. Gomme:** It is \$782,522 on the Burlington Skyway and on the Garden City Skyway it is \$483,749. You understand that is surplus over expenditure.

**Mr. Innes:** Yes.

**Mr. Morningstar:** In other words, it is paying for itself.

**Mr. Innes:** I would imagine I would like to talk a little bit about the last area. Do you want to bring this under research or do you want to bring it under construction?

**Hon. Mr. Gomme:** I would think that would be fine.

**Mr. Chairman:** The member for Wentworth.

**Mr. Deans:** There are two or three small items that I want to deal with. First of all, I would like to ask the Minister whether or not there is a change in policy in regard to roads that divide municipalities or townships. This may be purely a local problem. I have not looked at it in other areas. The townships are divided down the centre of the road. The townships then assume joint responsibility for the maintenance and upkeep and of course there is always this.

**Hon. Mr. Gomme:** The town line is what you are—

**Mr. Deans:** The town line roads, yes. Where the division is in the township. It seems to me that there is always a great difficulty in maintaining these roads and maintaining the road properly because of the divided jurisdiction. You find that the townships come to some agreement over how they

are going to do it but invariably never follow through.

They take better care of the roads in the interior of the township because they are wholly responsible for them, and the people living in there. They feel more responsible for those people more than, in many instances, for the people residing on a boundary road. Has the Minister given any thought to a phased programme of making town line roads a provincial responsibility?

**Hon. Mr. Gomme:** No, we have not.

**Mr. Deans:** I can only talk about my own area, but I have found a great number of problems in that area over the general maintenance and upkeep of those roads and the relationship between the persons living on them and the townships themselves because of this joint responsibility. I think it would be better if an authority other than the two townships had jurisdiction over them.

It may well be that it could be the county council. But I suspect that county councils are on their way out. It could well be that it could be the second tier of a regional government, but this has not been spelled out. It seems to me that the people best able to do it and have greater financial resources would be the province.

**Hon. Mr. Gomme:** This may look all right in the area you come from. It is probably a heavily populated and heavily used road. But I can think of many miles of town line that are not even opened in a lot of areas and such things as that.

**Mr. Deans:** In most areas I would agree with you. Perhaps the necessity of doing anything with them is not even—

**Hon. Mr. Gomme:** If you made the policy that you were going to do it, everyone would like it then.

**Mr. Deans:** Well, I suppose, except that we have policies now that certain highways, provincial highways and others that belong to other people. . . . Everyone would like someone else to take responsibility for them but obviously you cannot. In some instances, though, in some townships, particularly where they are highly developed and likely to develop even more—

**Hon. Mr. Gomme:** Of course, the other thing is that if these roads are taken into the county-needs study, maybe they would be taken over by the county in areas such as that.

**Mr. Deans:** Of course, in those instances the county-needs study is based on the traffic on the roads. No other factors are taken into consideration other than the traffic and if they have paved another road, for example, or taken responsibility for another road, then they, of course, do not want to take over responsibility for every road in the township.

Anyway, I leave it with you. I think it is something to consider in the future, particularly in areas that are developing quickly and where the problem is likely to become more complex rather than ease itself.

The other question I want to ask you in regard to this area is: There has been discussion about developing or building another bridge at Burlington. Is this just ill-founded scuttlebutt or is there in fact a policy of developing another bridge at Burlington?

**Hon. Mr. Gomme:** The traffic is building up to the point where, in the future certainly, there will have to be another bridge there, or a tunnel, or some form of facility.

**Mr. Deans:** A tunnel? Well, it is a very narrow strip. A tunnel would be very difficult. I think a bridge would obviously be better. Do you have sufficient land at the moment to do this? Do you own enough land to develop yet another bridge across the Burlington without purchasing any more?

**Hon. Mr. Gomme:** We think we have considerable land, but probably would have to purchase some on the harbour side.

**Mr. Deans:** On the harbour side? On the basin? Right?

I want now to turn to the matter that I raised with the Minister last year, in regard to policy. It seems to me—I think you will deny it, but it does not matter—it seems to me that in my dealings with the department that not enough consideration is given to the effect of some of the construction on the people who are residing in the area.

I am quite concerned that in many areas, particularly Highway 8, and the Minister and I have had long discussion on this within the House and outside the House, that there was a great emphasis placed on the engineering of the highway, which is right, but little emphasis placed on the effect, and what is happening to the people in the area.

The area that I am talking about is a strip of about six or seven miles on Highway 8 near the town of Stoney Creek. As I look at the area, all I can see ahead for them is a continued residential expansion of that par-

ticular section. It is going to expand considerably in the near future in a residential way. The highway, I suspect, in terms of being a highway, has a very limited future. I do not think that highway, in terms of high-speed traffic, is likely to last for very long, because obviously we are going to have a very high population density.

Much of what took place in the way of planning and the redevelopment of the highway—and I want to commend the department on the job—it turned out very well in most areas. But in terms of the difficulties that you forced upon many of the residences and businesses along that particular stretch and considering what is going to happen to the highway, say within ten years, in terms of its use as a through highway, I suspect that much of the decision was reached on the false premise that this highway would be continuing in use as a provincial highway, as a main throughway, a reasonably high speed strip. This just cannot possibly be the case.

But I do not think that nearly enough consideration was given to what the projected use of this strip is likely to be. I think that in highway policy terms, the Minister probably would say that you hope to use it for the transporting of traffic from Grimsby to Hamilton as an alternate to the Queen Elizabeth Highway, but I think that we would agree that at this point that with the kind of easterly development in the city of Hamilton and Saltfleet township that it will become useless for that certain thing.

With the kind of construction that took place you built it as if it were going to be a high speed or a reasonably speed—50 to 60 miles an hour in some areas—40 miles an hour in others. I think that in ten years that highway will be 30 miles an hour at the very maximum for the best part of the area between E. D. Smith's landmark and the city of Hamilton. In the engineering of that highway this was not taken into consideration. Much of what took place in terms of rulings as residents brought what appeared to be legitimate complaints to your attention. Much of the ruling was based on the false premise that this highway would be maintained as a high speed joining point for the communities.

Now the reason I say this, and I would like to clear it with the Minister, is that there are any number of areas along there where business was constricted, in many areas eliminated entirely, and there are not a lot of them because there are not a lot of businesses.



In comparison to the number of businesses there were a great number of areas there where the restrictions placed on the use of the property by the highway development, while it may well be okay today, will prove, I think, in ten years to have been unnecessary because the speed limits will have been reduced so drastically.

What I ask the Minister really, is this, that when we develop in areas that are obviously going to become residential, that we develop it at that time on the basis of what it is going to develop into, rather than on what it is presently being used for. Then perhaps set the limits. We may have to reduce the limits right there and then, so you can only travel 30 miles an hour in this area. To be honest with you, 35 miles an hour for most of that area would be quite adequate, in this particular instance. There are other instances, I am sure.

Perhaps last year, had I been able to make that kind of projection, it might have made a difference. I must confess, last year my own inability perhaps to express what I could see as being a problem might well have hindered rather than helped. But I think at this time that there are a lot of problems that have developed because a lot of decisions that were made ought not to have been made the way they were, taking into consideration what is going to happen rather than what is presently met. I ask the Minister if he has any comment on that particular aspect?

Hon. Mr. Gomme: Yes, I realize what you say and we have taken these things into consideration. When that was built it was built more or less as a local arterial road, with the possibility of a speed limit from 30 to 50 miles per hour. Our projected use of the road, under the plans it was built under, was for a 20-year period. Now you talk ten years, I mean yours is less than ours and I mean—

Mr. Deans: Well that is a guess.

Hon. Mr. Gomme: Yes, well, come or go. But this was what we expected, the very thing that you are talking about. Then, of course, the speed would be reduced on it. But we expect that this will be good for a 20-year period and why it was built like that.

Mr. Deans: Let me ask the Minister now. I can think of two instances and I want to just sort of relate them to you so that you can see what I mean. Why is it then necessary to have a daylight corner? This is not a dual highway, but it is a highway that is separated by a warning strip so that we

understand what we are talking about—four lanes wide, separated by a warning strip. Why is it necessary to have a daylight corner on the easterly portion of the eastbound lanes?

Hon. Mr. Gomme: This is where that barbershop and—

Mr. Deans: The barbershop is one example, when on the westerly corner we can have a ten-foot hedge. I am not asking you to take the hedge down. I am asking you why it is on the corner. Obviously the place where the daylight is required is in the direction which the traffic flows. A person sitting in the corner if he can see to the left of him that nothing is coming is then able to draw far enough forward to see to the right of him whether there is anything coming in the opposite direction.

The same situation arose at the corner of Dewitt Road and I draw this to your attention. At the corner of Dewitt Road and Highway 8 the exact same situation exists where we have the daylight corner. This may not be the right word, I do not know whether that is what it is called or not, but the viewing area, an area free from encumbrance, was set up on the right hand corner, when the traffic is coming from left to right.

Again I say to you that it is likely that a person could draw far enough forward on that corner to see to the right of him but that he is going to get smashed by an automobile coming from the left if he is left in this situation. Surely to goodness the area to have clear is the area on the left rather than on the right. It may be—

Mr. Meen: May I ask the member a question on this point?

Mr. Deans: Yes.

Mr. Meen: The Highway Traffic Act imposes an obligation on the driver of the vehicle to watch out for vehicles coming from your right not from his left. Consequently it must follow that if the department is under an obligation it is under no obligation to keep the view clear to the right.

Mr. Deans: I appreciate your interjection because it is obvious to me that I have not explained the situation very well.

Interjection by an hon. member.

Mr. Deans: I mean I do because it is obvious I have not explained it well enough or else you would not have made the interjection. What I am suggesting to you is this.



That as you approach an intersection your main concern, your immediate concern is traffic travelling from left to right.

**Hon. Mr. Gomme:** If the member might permit me a word, you know you and I have discussed this at quite some length and I realize just what you are talking about. But the other problem about it was that the people in the store or two of them that were there, were actually using almost part of highway property for parking. You know, we might come or go a little on that, if they crowded in every day they could get right off it. The other problem that concerned us is the driving in and backing out of that area and this was one of the reasons why we put the barrier there.

**Mr. Deans:** I agree with your concern. I am not denying that there was a concern. What I am really talking about is that the situation at the corner of Dewitt and Highway 8 where there was a machinery sales place, I cannot remember what it—

**Hon. Mr. Gomme:** Well was that not—

**Mr. Deans:** I want to make it clear that what you say is right. That in the Highway Traffic Act you must give right of way to traffic travelling from your right.

**Mr. Meen:** But basically your obligation—

**Mr. Deans:** I agree with you. I am not saying anything about that. What I am saying is this, that the immediate danger to any persons entering an intersection is from his left. It is a matter of policy. The immediate concern to any person entering an intersection on a four-lane highway is from his left, that is where if he were to drive out onto the road and automobiles were to strike him, the automobile that would strike him first would be the one travelling from left to right. This is what I am saying.

Surely any effort made to guarantee a clear view must be made to guarantee a clear view of vehicles travelling from left to right, because if he can see from left to right, then he can draw forward and be able to see from right to left. Do you follow what I am talking about? I do not know how I would explain it any better than I have. If you are sitting at the corner of University and College and you want to draw through, your first concern is whether there is an automobile travelling from east to west. Right? This is what I am saying. That the immediate concern of any development must

be to ensure that any automobile entering a highway must have a clear view of traffic travelling from left to right, because if he has a clear view of that, and there is nothing coming, he can then draw forward and assure himself that there is nothing coming from right to left. If there is not a clear view of that, he has no way of getting out. Am I clear enough?

Okay, now we are back to the policy. Why then is it that in the development of the highway in that particular stretch, that the paramount concern was not the left corner rather than the right? This occurred in a number of instances. I can go through them one by one, but I do not want to. I want to know why this was not a concern because it seemed to me a flaw in either engineering or safety.

**Hon. Mr. Gomme:** I wonder if Mr. Bidell might say a word or two on that. Mr. Bidell, as you know, is our planning engineer.

**Mr. W. Bidell** (Department of Highways): My remarks will apply whether it is this highway or any other highway. We purchase daylight triangles for two reasons. One of them for safety, as you mentioned, for vision, secondly for any possible increases in traffic in the future. It gives the road authority an opportunity for additional right of way to improve the turns, and so on. Those were the two reasons. Insofar as this particular case is concerned or any other cases like this, the daylight triangles were purchased where there is an opportunity, or it is within economic reason to purchase them.

This could be open to argument but we reserve judgment in when these daylight corners are purchased and when they are not. There are situations when purchasing any daylight corner would necessitate unreasonable expenditures.

**Mr. Deans:** I think, then, you would agree with me that your judgment then leaves a lot to be desired. If the cost—

**Hon. Mr. Gomme:** That is a matter of opinion.

**Mr. Deans:** Sorry. And I say that my view of this thing be that your judgment is—I do not want to get involved in a fight with you over this—

**Hon. Mr. Gomme:** All right then.

**Mr. Deans:** But I do want to express to you this: if the cost is to be paramount, then it would be better to spend twice as much in

purchasing the daylight corner on the left than to spend half as much purchasing the daylight corner on the right, because it is from there that the immediate danger comes. The other thing I want to ask you about now is the maintenance of these areas on that particular stretch of highway—those areas in terms of the maintenance of the sod that was laid is atrocious. They certainly do nothing to beautify the area, if anything they detract considerably from the surroundings in terms of the properties, and I suggest to you—

**Hon. Mr. Gomme:** Are you talking about the quality of the sod?

**Mr. Deans:** I am talking about the maintenance of what is left there. You take an area that belonged to someone, that at one point had been cut and trimmed and looked after. You buy it from him, presumably whether he wants to sell it to you or not. You then build an island on it, you stick some sod in it, and then you do not come back. That is the end of it. There it sits. It becomes a weed-infested little island. I suggest that if you are going to buy them and if you are going to impose them on people, then for goodness' sake, look after them. They are a terrible mess.

**Mr. Chairman:** The member for Fort William.

**Mr. Jessiman:** Mr. Chairman, I have three questions. The first one—

**Mr. Morningstar:** Highway 8.

**Mr. Jessiman:** No, it is not Highway 8. It is 11 or 17.

**Mr. Chairman:** Do you wish to relinquish your time, Mr. Jessiman, so that Mr. Morningstar may—

**An hon. member:** I will bow to the left.

**Mr. Morningstar:** Mr. Chairman, just a word or two to the Minister. In following up what the hon. member had to say, you are trying to relieve the congestion on Highway 8 and today you are constructing a service road on each side of the Queen Elizabeth Way from Hamilton into Niagara Falls. We are very pleased indeed that you mentioned here a year or two ago the development road from Vineland to connect going south to Highway 3. As you mentioned at that time, the service road and a development road was to go along later, relieving the traffic on Highway 8.

Interjections by hon. members.

**Mr. Chairman:** The member for Fort William.

**Mr. Jessiman:** Mr. Chairman, the first question: in planning Highway 17 going from the Lakehead 11 on the junction going to Shebandowan which continues on to Fort Frances, the consultants for INCO are just about ready today to announce a town-site. There will be some 500 people employed at Shebandowan at the INCO development. I wonder, in fact, if you have included the possibility of developing that highway, because it is a very dangerous one with the traffic that is on it now, especially on the hills. Have you included any planning for turning or for passing lanes in the particular area between . . . Falls and Sunshine, right up through there? Has this been considered in your 1970 programme?

**Hon. Mr. Gomme:** Larry Foster up there is presently doing a very small study of the very thing that you are talking about. This is not something that is going to take years. He has promised to have that for us by spring—

**Mr. Jessiman:** The town site will be started in the spring. We cannot wait years. I am just asking whether—

**Hon. Mr. Gomme:** It has been very seriously considered, but he is making this little study of it, right there in the area. He will have that for us shortly.

**Mr. Jessiman:** And you will let us know?

**Hon. Mr. Gomme:** Yes. I am sure the hon. member for Thunder Bay (Mr. Stokes) is interested also. It is in his riding.

**Mr. Jessiman:** Now, the second question, and this is not hypothetical, it has to do with The Department of Transport. This is the gross vehicle weight of a tandem trailer hauling wood from the same area, if you wish to associate it, of 42,000 pounds, and yet we allow, after the frost goes in, an additional 15 per cent over the 42,000 pound PTW.

At the same time, in this portion of Ontario, we are allowing an additional 10,000 pounds on cement transit mixers going from 42,000 pounds to 50,000 pounds, and that is an additional 8,000 pounds. Would you be in favour of, or would you recommend, going ahead



to 50,000 pounds? Would there be any danger in, or any destruction in the highways, if we took and said. . . .

The reason I ask this question is because a wood truck, hauling, whether it be in Thunder Bay riding, or whatever riding it is in, the difference in weight between a wet cord of wood and a medium dry cord of wood can range as high as from 600 to 850 pounds a cord. There is no way the driver of the truck can weigh the wood before he puts it on. He comes out on the highway and he is ticketed for being overweight. The simple solution is to go up to 50,000 pounds for all vehicles that are licensed at present for 42,000 pounds. The question is double-barreled. Is there any, in your knowledge, any serious deterioration of the highways going to the higher rates, or would you recommend that they all be equal both east and west?

**Hon. Mr. Gomme:** Are you referring to the fact that you say cement trucks can carry a bigger load?

**Mr. Jessiman:** I am saying they are allowed to right now, unlicensed.

**Hon. Mr. Gomme:** Is this in the Metro Toronto area?

**Mr. Jessiman:** No, this is also out on Highway 401. It has not been allowed by legislation yet, but it is being allowed on the highway.

**Hon. Mr. Gomme:** Well I must admit I do not know about that. That of course would come under The Highway Traffic Act.

**Mr. Jessiman:** All right.

**Hon. Mr. Gomme:** I mean, we do not give any sanction for it being done. And if it is being done it is without our knowledge.

**Mr. Stokes:** Would you object if it were brought to your attention?

**Mr. Jessiman:** The association has recommended that they adjust the weights of the trucks up to a 17,000 pound front axle, so that it makes it legal, but all I am asking is to overcome this disparity in wood, gravel or cement, if you went to 50,000 pounds instead of 42,000 pounds would there be any damage to the road?

**Hon. Mr. Gomme:** I would say yes. We had some figures produced just in the last month and I think one of the very big problems are are municipal bridges and such things as this. They will not stand over a certain limit with day after day pounding on them.

**Mr. Jessiman:** When you allow the cement transit mixers on the highway at 50,000 pounds we contradict ourselves.

**Hon. Mr. Gomme:** Well I must—

**Mr. Jessiman:** There should be an immediate investigation.

**Hon. Mr. Gomme:** I must say that I do not know about the cement trucks.

**Mr. Jessiman:** I say it exists, Mr. Chairman.

**Hon. Mr. Gomme:** Oh I do not doubt it.

**Mr. Jessiman:** I am of the full belief that by adjusting the front axle to 18,000 pounds or 17,000 pounds, making a shift in weight on the truck, that this is the only particular allowance to carry the 50,000 pounds now. The same trailer can go in and for a \$10 bill buy a one-way licence to carry 140,000 and 120,000 pounds on the same trailer, over our bridges.

**Hon. Mr. Gomme:** Yes, a special permit.

**Mr. Jessiman:** A special permit.

**Hon. Mr. Gomme:** Yes, but what I was referring to is that a road was built with life expectancy of 20 years but with the certain overloads that you are talking about day after day, it cuts this down to about seven years' service for the road.

**Mr. Jessiman:** For the sake of a \$10 bill we license them. This license ought to be illegal.

**Hon. Mr. Gomme:** No, this is only one trip, I mean I think you are talking about two things. One is the continuation of a greater load and the other—

**Mr. Chairman:** Time will not permit it, I am sorry.

**Hon. Mr. Gomme:** Perhaps we can pursue this matter tonight. We will reconvene at 8 p.m.

It being 6.00 o'clock p.m., the committee took recess.







# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Highways

Chairman: Mr. Paul J. Yakabuski, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

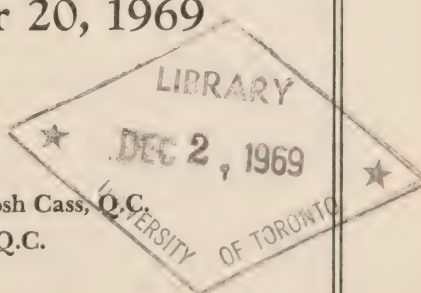
Thursday, November 20, 1969

Evening Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Thursday, November 20, 1969

Departmental Administration	
Road maintenance and construction .....	S-535
St. Clair Parkway .....	S-537
Northern roads .....	S-537
Road maps .....	S-540
Road signs .....	S-541
Access to main highway .....	S-545
Legal services .....	S-545
Data processing .....	S-546
Research .....	S-547
Motion to adjourn, Mr. Chairman, agreed to .....	S-556



## LEGISLATIVE ASSEMBLY OF ONTARIO

## Highways and Transport Standing Committee

THURSDAY, NOVEMBER 20, 1969

ON THE ESTIMATES  
DEPARTMENT OF HIGHWAYS  
(continued)

The committee met at 8.05 p.m. in committee room 1.

**Mr. Chairman:** Gentlemen, before we resume tonight there are a couple of points I would like to bring to the attention of the members. One is that we are creating a little problem for *Hansard* here by chatter, and so on. I think we are aware that this room does not have the acoustic quality of the House and consequently chatter among members, to any degree at all, interferes to some degree with their work. Number two is that please remember that all members must stand before speaking because this too could cut off a portion of their remarks, at least in the beginning before *Hansard* has a chance to pick you up and find out who you are and find out where you are. So would you keep those two points in mind so we could co-operate with these people doing a job for us. Thank you.

Well, we resume where we left off at supper time. Vote 901.

**Mr. J. E. Stokes (Thunder Bay):** Could I ask the Minister a few questions, Mr. Chairman, and deal specifically with private roads? I would like the Minister to indicate whether or not it is the policy of either his department, or the access roads department committee I suppose it would be, to take over roads that have for all practical purposes been abandoned by the holder of the licence of occupation, or the land-use permit.

I want to refer specifically to Highway 643 which runs off 584 just south of Nakina, up in a sort of northeasterly direction toward Melchet Lake. The licence of occupation is held by Anaconda Mines who developed an extensive ore reserve in the area. The lower portion of the road, I am told, was built by public funds, with the pre-engineering, I am told, done by Anaconda.

They constructed a gate at the top end of the road that was paid for by public funds

and constructed their own network of roads on the property from Terrier Lake to Melchet Lake. They have denied access to the north end of the road that was built by Anaconda funds, to all except one individual who is acting as caretaker, and, I am told, as agent for Anaconda Mines who have entered into an agreement with The Department of Highways for the maintenance of the road from the gate down to the intersection at Highway 584. I am sure that The Department of Highways makes a specific amount of money available to Superior Airways, who acts as agent and sort of watchdog for the Anaconda people. They have kept the road from 584 to the gate in a bad state of repair to discourage any traffic on the road.

There are several tourist operators just below the gate at O'Sullivan Lake that is shown on the map. We have tried to no avail to get the road open so that prospectors, commercial fishermen, tourists and the general public could have access to the whole of Ogoki reservoir. If you notice on your map, if you can get up to Melchet Lake where the network of roads is, you have access to a huge waterway north of there. It is a considerable area and by virtue of the fact that Anaconda can keep everybody off, you have closed or denied access to the public from it.

Now I have tried to prevail upon your colleagues, the Minister of Lands and Forests (Mr. Brunelle) and the Minister of Mines (Mr. Lawrence), to either take the road over or make it a public road under Bill 115, which was introduced during the last session of the Legislature, all to no avail.

It was brought up during the Northwestern Ontario Development Conference. The Minister is well aware of the details. He agreed to look into it to a greater extent about two or three weeks ago. I would like to know if he has reached any conclusions about whether or not he should act in the public interest and take that right away from a mining company which apparently is not too interested in developing that ore body at the

present time and have denied access to that huge area from the general public.

I would like him to comment on whether or not he does not think it would be a good idea and in the public interest to take over that road, not only from the gate but down to 584. They are not living up to their responsibility and proper maintenance of it. It is my understanding, and correct me if I am wrong, that some \$29,000 a year is paid to this operator, for the want of a better word, for the maintenance of that road from the junction of 584 up to the gate. I would like the Minister to comment on that if he will.

**Hon. G. E. Gomme (Minister of Highways):** Is it our subsidy that is \$29,000?

**Mr. Stokes:** That is my understanding. Now I may stand corrected. This is what I picked up in the area, that you paid Anaconda, who in turn paid Superior Airways, a certain amount of money and I am told that is it.

**Hon. Mr. Gomme:** For construction?

**Mr. Stokes:** For maintenance.

**Hon. Mr. Gomme:** For maintenance, every year?

**Mr. Stokes:** Yes, and I might say in passing that some of the equipment that is supposed to be kept on the highway for maintenance has been used elsewhere at the discretion of Superior Airways for maintenance of roads in other areas, in keeping with their operation in other areas. I am wondering if the Minister could give me some assurance that he will prevail upon the Anaconda company to either open the road or take it away from them. I do not know whether it would be necessary to cancel the licence of occupation, but surely they can act in a much more responsible way and give access to such an important area to the public.

In addition to the licence of occupation they also have a land reserve stretching 140 miles from Melchet Lake down to Lake Superior on Cama Bay two miles wide where, if at some time in the distant future they might choose to develop this ore body, they might use this land reserve as a railway or a pipeline right-of-way, or some such thing. I think that this government has been overly generous with the Anaconda company and I think it is incumbent upon either this Minister or one of his colleagues to see that this exclusive right or exclusive occupancy which has been granted to this company should be cancelled forthwith.

**Hon. Mr. Gomme:** Well, of course as far as the licence of occupation and the mining rights are concerned, that has nothing to do with The Department of Highways. I am not sure, but I rather doubt that we are paying anything towards the maintenance of the road. The other thing about it is that—

**Mr. Stokes:** Why would you not? It is a public highway.

**Hon. Mr. Gomme:** You are talking about the road from the highway on, are you not?

**Mr. Stokes:** I am talking about the highway from the junction at 584 called 643 on your map, and you are paying them for the maintenance from 584 up to the gate.

**Hon. Mr. Gomme:** Well, is the gate right at the end of 643?

**Mr. Stokes:** It is at a place called Terrier Lake. The gate is about 40 to 50 miles up the road.

**Hon. Mr. Gomme:** Yes, well my understanding—

**Mr. Stokes:** It is my understanding that The Department of Highways does the ploughing in the winter time to a place called Cavell on that map.

**Hon. Mr. Gomme:** Well 643, yes I would say that is ours. We would maintain that, yes, to Cavell. Now, as I say, as far as the gate goes and the closing, I do not know anything about that—the reason or anything else. But I do recall at one committee I was at, there was a discussion about it and the reason for the company closing it was the road was abused. It was used in the spring of the year and torn up and from hearsay some of their equipment was broken and so on and so forth. Now as I say, this is only hearsay as far as I am concerned, but this was the reason that was given. On the other hand, I am sure this was discussed at Thunder Bay when I was there and I promised that I would look into it. I have asked my people to do that, the northern people. I must say I have not had a report on it from the regional director up there but I know it will be looked into.

Now what I had in mind was to try to get that privilege for that one man who has a fishing licence in there to see if he could get in there for the proper time of the year when he would need it. I do not have a report yet but I am sure I will get that shortly and I will advise you because I promised him I would too.



**Mr. B. Newman** (Windsor-Walkerville): Thank you, Mr. Chairman. Under the vote I noticed the amount of \$250,000 has been set aside for the St. Clair Parkway Commission. May I ask the Minister if some of these funds are for studies on the parkway so that it could extend from Sarnia and going further south and west, so that it could eventually end up in the gateway to Canada, in the city of Windsor, and eventually be an extension of Highway 18 going around the lake and joining the Talbot trail and going right through to Niagara Falls?

**Hon. Mr. Gomme:** I would not know whether some of this was being used for that study. The breakdown of the figures that I have is that there is general administration, like office administration, maintenance, development, employee benefits and so on and so forth. The provincial share of that, 50 per cent, is \$79,362, and then there is capital amounts for the purchase of land for parks. I have a breakdown of that. Baby Point Park, Willow Park, Guthrie Park, Cathcart Park, Lambton, Sarnia Centennial Park, Seager Park, Parkway Development—our share of that is \$162,000. The total of those two figures—the department's \$250,000 that you are talking about—really totals \$242,000 but we put the \$250,000 in the estimate.

**Mr. B. Newman:** So really, Mr. Chairman, that actually involves the Parkway Commission but has nothing to do with any extension of the roadway itself, the St. Clair Parkway if I can name it as such, so that it could extend from the extension that you now have planned which starts, I think, at Wallaceburg or in that vicinity and goes up along Lake St. Clair and the St. Clair River. It could get around Mitchell Bay and eventually follow Lake St. Clair and join what is known as Riverside Drive in the city of Windsor, extend to Amherstburg, join Highway 18 and then eventually go right on through to Niagara Falls. There are no funds at all?

**Hon. Mr. Gomme:** There are no funds in there for that.

**Mr. R. H. Knight** (Port Arthur): Mr. Chairman, there were two recommendations brought up at the northern development conferences that were recently completed which intrigued me. I would like to try to get some reaction from the Minister on them at this time.

One was the suggestion that The Department of Highways plans projects for several years in advance but that local municipalities very often do not find out about them until

the actual time the contract is awarded. So these people suggested that perhaps the Minister might be able to inform local municipal councils, some time in advance, so that they too can plan and be prepared.

Now I am not sure of the accuracy of these suggestions that the department does not do this. But I would like to get the Minister's reaction because I think it is a good idea. I am not saying the department should reveal what land it is going to have to purchase and so forth, in order to cut a road through a certain area. But perhaps it would not be such a breach of confidence or a breach of secrecy to keep the local municipalities informed to some extent.

I would like to hear the Minister's comment on that.

**Hon. Mr. Gomme:** We do that.

**Mr. Knight:** You do that? So this recommendation is completely out of place?

**Hon. Mr. Gomme:** Well, maybe they are looking for it sooner. I mean during the planning stages the municipalities are all brought into it.

**Mr. Knight:** They are notified as soon as possible.

**Hon. Mr. Gomme:** Yes.

**Mr. Knight:** The other suggestion here is that the Maritime provinces, Atlantic provinces, seem to be getting quite a bit of assistance from the federal government in the development of highways and roads—especially in the underdeveloped areas of their province. The question is whether the province of Ontario, The Department of Highways, is making sufficient appeal to the higher level of government for greater assistance, inasmuch as Ontario too has its underdeveloped areas. I wonder if the Minister could inform the committee just how much consultation he does carry on with the people in Ottawa who might be able to extend further grants.

And I would also like to know what the situation is on the grant in relation to the Trans-Canada Highway as it traverses Ontario. Is this grant still in effect? For how long will it be in effect? How long can we expect it to continue?

**Hon. Mr. Gomme:** On the first point you raised, it is a case of their description of the have and the have-not provinces. They consider us a have province so we do not get that special grant for roads that you refer to.



We are in constant touch with them. The road that the hon. member for Thunder Bay (Mr. Stokes) was talking about, I think, was originally built under mining and access roads which was a contribution of one-third from the federal government, one-third from The Department of Highways and one-third from the people that were interested in it. But this plan was discontinued two years ago and we could not get anywhere in trying to renew it at all.

Now with the Trans-Canada, the agreement is finished at the end of 1970 and we have been informed that that will be the end of it. Not only have they informed us but they have informed every province of the same thing. Now was there anything in particular you wanted to know about that?

**Mr. Knight:** Well, will it be completed? I mean will it be up to number one standard? Will we at that point, once and for all, be able to call it Highway 1, as it is in all other provinces?

**Hon. Mr. Gomme:** I doubt that we will be able to call it Highway 1. I think you realize that for all the tourist operators and people that have establishments along the present road, it would cost thousands of dollars for them to have their literature reprinted and there are many disadvantages to that.

**Mr. Knight:** Will the sub-standard areas, Mr. Minister, be brought up to standard by that time?

**Hon. Mr. Gomme:** At the end of 1969 we will have 1,320 miles up to Trans-Canada Highway standards and, under construction, 50 miles. And there will be paved—but not up to Trans-Canada standards—85 miles, which gives us 1,455 miles. But I may say that any of this that is not up to standard is not in the northwest. That will be up to Trans-Canada standards by the end of the year.

**Mr. Knight:** The end of this year, 1969?

**Hon. Mr. Gomme:** 1970.

**Mr. Knight:** Well, could I then take this opportunity to ask the Minister to rush his programme on Highway 17? Put greater concentration there. We have only one more year to go on this subsidy from the federal government. Does the department plan to do everything possible to take the fullest possible advantage in other parts of Ontario that might be affected by the completion of the Trans-Canada highway?

**Hon. Mr. Gomme:** The member has a very good point there and he and I must think alike because I thought of the same thing last year. So I directed my people to get at it from the viewpoint of doing that very thing and this was our intention.

Then this year, in May, not only were we informed that it would be over in 1970, but a limit was put on the amount of money which we would get in Ontario—and other provinces, I presume, were the same. We were told what the limit would be, and we are very close to that limit. We will spend all the money that we can get from them, plus some of our own, on projects we have on the list here to go ahead with. So there is no chance of getting any more money by speeding anything up any more.

Now, we have the greatest stretch of highway, 1,455 miles, and it has been the policy of The Department of Highways to do a fair amount of work every year under the Trans-Canada agreement to bring up the parts to standard which were very much sub-standard, which we would in effect do ourselves if we had full control of it. But during this time, we have covered most of the province, so that I can assure you there will not be any money left on the shelf as far as Ontario is concerned.

**Mr. Chairman:** Mr. Bernier.

**Mr. L. Bernier (Kenora):** There have been years that you could have got more, is that right?

**Hon. Mr. Gomme:** No. There is a total limit on the amount of money.

**An hon. member:** Is it \$147 million?

**Mr. A. T. C. McNab (Deputy Minister of Highways):** \$143.7 million.

**Hon. Mr. Gomme:** \$143.7 million is the total amount of money we can get from them over the term of this scheme. We cannot get any more than that.

Interjection by an hon. member.

**Hon. Mr. Gomme:** Well, not quite. There are a couple of million dollars yet that we will have in that length of time, but we are even refining it to the viewpoint that contracts that we are working on next year will be so correctly estimated that we will be able to get enough of a subsidy from that to make up the balance of what is coming to us.

**Mr. Chairman:** Are there any more questions on the Trans-Canada agreement? Mr. Root.

**Mr. J. Root (Wellington-Dufferin):** Yes, there are two questions. Is the Trans-Canada standard a different standard than the normal Ontario standard?

And the second one is: What percentage of this highway is, what they call in northern Ontario, north of the French River? What's south?

**Hon. Mr. Gomme:** Well, the standards are the ones that are set down by the federal government. The Trans-Canada Highway in all provinces is to be built to the standards, and there is no difference between the south and the north. I have a copy of the standards if you want me to read them to you.

**Mr. Root:** Well, my question of south and north—

**Mr. Chairman:** Mr. Root, would you please stand?

**Mr. Root:** Yes. The question was: What percentage of the mileage was built in the north and what in the south. The hon. member for Sudbury East (Mr. Martel) said the dividing line is the French River. I do not know. As far as I am concerned, it is all Ontario, but I am curious to know.

Interjection by an hon. member.

**Hon. Mr. Gomme:** There were 1,180 miles built in the north and 275 miles in the south.

**Mr. Chairman:** The member for Kenora.

**Mr. Bernier:** Thank you, Mr. Chairman. I first want to comment on the hon. member for Port Arthur (Mr. Knight) and his reference to the northern development conference. Even though he was not in attendance, I am very pleased that he made reference to it, because we in northwest Ontario thought it was an excellent exercise, and certainly I must say again that I am very pleased that he made reference to the results of that particular meeting.

Mr. Chairman, I would just like some clarification from the Minister with regard to the sign policy that his department has undertaken, as they refer to the various communities that lie along the Trans-Canada Highway. As I understand it, there can be no earlier reference to a community than that it will be the next community coming up. Now I refer to the town of Dryden in particular. We leave the Lakehead, and we are

going to Dryden of course. We come across the community of Ignace and there is no reference made that we are coming near Dryden until you have passed Dinorwic. And this is causing a lot of hard feelings. These communities would like some reference made to their municipalities at an earlier stage in the course of travel. I am just wondering if there has been a change of policy. What is the policy of the department in regard to this matter?

**Hon. Mr. Gomme:** I will ask Mr. Adcock to speak on that.

**Mr. H. W. Adcock (Department of Highways):** Well, sir, there has been no recent change in the policy. The policy that is in existence runs to a good many pages. I could not describe it now, but we will certainly make it available to you if you wish. The policy is presently under review, but basically the policy is established on breaking any route, whether it be the Trans-Canada Highway or any long route—Highway 11 is another example, or Highway 2—into segments, defining both ends of the route, and then using the end terminals as something to sign to, so there is some sort of reasonableness to the motorist. And, as I say, this is all under review now, partly because there have been many queries such as the one that the hon. member indicates from the Dryden area as to why there cannot be a change in this. I would expect that there will be some change in the not-too-distant future, probably by next spring.

**Mr. Bernier:** In your review, I would hope that you would consider the vast distances that we have in northwestern Ontario, and that the communities are removed from one another by a considerable amount of miles. Certainly any extra indication or direction that they can receive along the highways is most appreciated, and I hope that it will be considered.

**Mr. Adcock:** Well, the committee that is studying this, and originally generated these regulations, has looked at the situation in northern Ontario quite differently than in the south, because obviously there is quite a difference in informing a motorist in the vast expanses of northern Ontario than there is in the south. This is taken into account.

**Mr. Bernier:** Right. Thank you very much.

**Mr. Chairman:** Mr. Martel.

**Mr. E. W. Martel (Sudbury East):** I would like to ask the Minister's guidance here as to



whether he wants to talk about the performance of construction companies at this stage.

**Hon. Mr. Gomme:** I really do not want to talk about it at all.

Interjections by hon. members.

**Hon. Mr. Gomme:** However, if we must, I would suggest it be under the construction programme, because that is where it fits.

**Mr. Martel:** Right. I just do not want to lose track of this, and get to a vote and not be able to make reference to it.

**Hon. Mr. Gomme:** Well, if you do not bring it up, I will.

Interjections by hon. members.

**Mr. Martel:** My, this is a congenial place. There are a couple of short points, Mr. Minister, under this estimate.

The Sixth World Highway Conference—\$30,000. Could we just have a little bit of information on what this expenditure entailed? How many people did we send, or did we send people? It is an awful lump sum.

**Hon. Mr. Gomme:** This is the World Highway Conference that is going to take place in Canada in 1970, and the proposition as presented to us, the other provinces and the federal government, who are all taking part in it, was that we provide twice the amount of our yearly amount to the Canadian Good Roads Association, which would be \$15,000 a year for two years. Well, I should not tell you fellows this, but I thought it was a little easier to hit Treasury Board for \$30,000 one year, than try to get \$15,000 one year and go back the next. All the other provinces are contributing to this.

**Mr. I. Deans (Wentworth):** We will not tell the Treasurer how much.

**Hon. Mr. Gomme:** No, okay. And this is being sponsored jointly by the International Road Federation and the Canadian Good Roads Association, and it is being supported in part by grants from the provinces, the federal government, and private industry. Then there are registration fees that will be paid by the anticipated 4,000-5,000 persons who will attend from over 90 countries. Was there anything else that—

**Mr. Martel:** No. Where will it be held?

**Hon. Mr. Gomme:** In Montreal.

**Mr. Martel:** Maybe we can go along too, eh?

**Hon. Mr. Gomme:** You saw that "registration fees that will be paid," so sure you can go along.

**Mr. Martel:** Will you pay our registration fees? Good. We will learn something. A couple of other points. Roads publicity. Is this the programming that you hear on reports, conditions and so on? I think there is \$350,000 or something to that effect.

**Hon. Mr. Gomme:** Yes, part of it is advertising, news releases regarding highway progress, new roads to be opened, and so on—\$5,000. Displays and exhibits at fairs and exhibitions, photography, publications like the *DHO News* and the northern road map and the road bulletin—the one that you are referring to—and then there are a few miscellaneous items, and there is the annual report of the department, and the official road map, and the county maps, and this makes up this amount of money.

**Mr. Bernier:** Mr. Chairman, I have heard some rumour that I understand your department issues regular news bulletins as to conditions on certain highways in northern Ontario, at a very minimal cost, to radio stations.

**Hon. Mr. Gomme:** At no cost.

**Mr. Bernier:** At no cost? Oh, my information is wrong. At one time, I understood, the CBC in another part of the province refused to carry this particular information. Is that correct?

**Hon. Mr. Gomme:** I could not answer that.

**Mr. Bernier:** It was just about a year ago. It comes to my mind now that—

**Mr. B. Newman:** On the same topic, may I ask the Minister if he has considered having gasoline companies provide the road maps so that it would not necessarily be a charge on the taxpayer. I know that some of the states to the south of us do that and they are available just the same as our road maps are available.

**Hon. Mr. Gomme:** I will ask Mr. McNab to speak on that.

**Mr. McNab:** The oil companies have come to us and asked us to supply them with maps—our base map in Ontario. We have rejected this because most of the oil companies now are charging for these maps. Once the oil



companies start to provide the maps, we lose control of the quality and then certainly they get involved in advertising and directing people to specific places. What we have attempted to do is to provide the most accurate information in a form that is completely unbiased.

**Mr. B. Newman:** I do not mean by any stretch of the imagination to change what you are doing. But let the oil companies—if they simply wish to take a credit on the face of the map—come along and distribute the map, if necessary, to our various tourist reception centres and to other places that might have use for the map, rather than for us to be involved in possibly a \$100,000 printing of 1,000,000 or 2,000,000 maps, or as many as are printed by the department.

**Mr. McNab:** Well, some of the oil companies do get them out. We have found with the distribution of maps we have to put rigid control on these because they are used for advertising purposes. We do not let them get out in bulk. We had, for instance, a car sales outfit getting them and the salesmen were sending them out with their own overstamp on it as a service to the public.

**Mr. B. Newman:** Well, my thought is that we do not even have this expenditure of funds for the printing of road maps and let them undertake the printing of the maps. You supply them with the basic information if they will agree to do as you suggested they do. In other words, they would have to meet certain qualifications, rules and regulations, as laid down by the department. But we could save ourselves \$150,000 or \$100,000 under a scheme like that. It is, I think, worthy of consideration.

**Hon. Mr. Gomme:** Well, I think it is too, but—

**Mr. J. Jessiman (Fort William):** . . . that the oil companies do provide this service at a cost of 25 cents per map and these are sold very extensively to customers like myself that are in the car rental business, and we in turn distribute the maps. But these maps in particular are complimentary to our province and are distributed through The Department of Tourism and Information to our Chambers of Commerce and they are a tremendous compliment to our province. I disagree with the hon. member for Windsor-Walkerville (Mr. B. Newman).

**Hon. Mr. Gomme:** Well, this was the very point that I was going to bring up. This is where the largest distribution is and after

all, when the people come into Ontario, and you are trying to sell tourism to them, you do not want to hand them a Texaco map or something else. I think you have to hand them an Ontario map.

**Mr. B. Newman:** Well, Mr. Chairman, I do not intend to come along and have oil companies charge for the maps. They would distribute them free of charge, exactly the same way as the province. They would undertake the printing of the map. The cost would be absorbed completely by them. The department would not be giving out the maps at all. The oil companies would go ahead and distribute the maps in the fashion they see fit. This is done in some of the states. That is the only reason I bring it up. If others can do it at no charge, why should we be involved?

**Hon. Mr. Gomme:** You can see the problem of this in distribution through our tourist centres, because how many would you take from each company? If the people giving them out wanted to give all one gas company's map, what can you do about it?

**Mr. B. Newman:** Well, I am only trying to save you \$100,000 or so. If you do not want to save it—

**Hon. Mr. Gomme:** I would like to save it but I cannot see that there is much else we can do that is better.

**Mr. Chairman:** Is there any more discussion on this topic?

**Mr. B. Gilbertson (Algoma):** Mr. Chairman, I would like to say a few words on the maps. I try to be a good boy and remain quiet but once in a while a person has to get up. While you are talking about maps, I have one in front of me now.

Now, I go over to Michigan quite frequently and I did get a nice little road map over there and it is very compact but it has the whole of Ontario on it. Now when we get a map we have to flip it over to go a little ways here.

Interjection by an hon. member.

**Mr. Gilbertson:** All right, I am glad to hear it because I was. . . . Another thing, can I still speak on signs?

**Mr. Chairman:** I guess you are on your feet. We will let you go ahead.

**Mr. Gilbertson:** I get a lot of requests from people in my riding, especially up in northwestern Ontario, who feel we are

awfully strict with our regulations. I have had many requests that say, "I would like to put a sign right here where the entrance is to my tourist lodge," and the way the regulations are now, they have to be 300 feet off the highway, this way or that way, and they are really not very happy with them. Another thing that I think we are pretty sticky on too, is that sometimes it is a great advantage to be able to put up a finger board. A tourist operator may have a sign out on Highway 17, well and good, directing travellers to his trailer, and then when—

Mr. Deans: I can just see that maple . . . to cut a few trees to get it back—

Interjections by hon. members.

Mr. Gilbertson: Mr. Chairman, I really want to get my point across. We have had tourists time and time again, come rapping on doors at 3 a.m. and ask, "Could you please direct us to a trailer park?" There are three trailer parks over there but when they get over on the island, there cannot even be a finger board where it says three miles to the trailer park. They will take the wrong road and they will drive 55 miles around that island and not be able to find the trailer park. Just for the sake of a finger board saying, "Trailer Park." Now I think that this is something that should be looked at. I realize that in southern Ontario it is a little different. You would have a million signs up. But in northwestern Ontario it is a little bit different. I think we should have a good look at that and see if we cannot be a little more liberal on permission.

Interjections by hon. members.

Mr. Gilbertson: Oh well, I will learn in time.

Interjections by hon. members.

Mr. Gilbertson: There are several things I want to talk about but I do not think it comes under this particular vote.

Mr. Deans: I have a question.

Mr. Chairman: Is it relative to this?

Mr. Deans: Well, I think it is. You can guide me.

Hon. Mr. Gomme: Well, I would just like to answer the hon. member for Algoma briefly. I know the particular place that he is talking about and the trailer camp and everything. It is a little unfortunate that the road is a little bit to one side rather than

right in the centre of the right-of-way. To get the sign up that the man wanted there would have to be a few maple trees cut, and nobody wanted those cut up there. Outside of that, this fellow could have the sign. Now I do not know whether he has decided to do that yet or not. But I mean it is just sticking to a reasonable policy and the man knows that he could get it under those circumstances. Maybe he will see that it would be wise to do that.

Mr. Gilbertson: I still think, Mr. Minister, that these finger boards in the odd place would be a great advantage to help the travelling public to find where to go.

Mr. Deans: I just wanted to ask how you determine what goes on a direction sign? Like, what place? One I have in mind, for example, is at the intersection of 403 and the Queen Elizabeth Way. You know where I am, as you are approaching Hamilton. Now, how do you know what to put on that sign? For example, it says 403 to Hamilton. It is also quite possible to reach Hamilton, in fact easier to go to Hamilton, if you are going to the east end, by going via the Queen Elizabeth Way and across the centre bridge. How do you determine what you are going to put on a sign? How do you make up your mind?

Hon. Mr. Gomme: I will ask Mr. Adcock to speak on that.

Mr. Adcock: Well, in circumstances like that, sir, it is often very difficult.

Mr. Deans: Why cannot both appear? Hamilton west end, and Hamilton east end.

Mr. Adcock: It has been shown fairly conclusively, especially in the United States, by a lot of research that has been done on signs, that on the size of sign we are dealing with, it is virtually impossible to get more than three lines across them. If you can get more than three the motorist gets himself into trouble. He cannot assimilate that much at the speed he is moving. So you are restricted there to the three lines. You can, as you suggest, under certain circumstances, put up two signs. But it is pretty hard to say to a stranger, "If you want to go to downtown Hamilton take the 403, but if you want the east end . . ." He hasn't the foggiest idea what end—

Mr. Deans: East end and Stoney Creek, for example.



**Mr. Adcock:** You can put up a second sign if you can get some wording which is reasonably short. But something we found very hard to get the people convinced of, is that at 60 or more miles per hour, after your perception time plus your hearing time, the sign is gone. It is an extremely small time lapse.

**Mr. Deans:** Let me raise with you then, the 401 going to London. As you are approaching London it says, "For Downtown London," take such and such an exit. Further on it says, London via Richmond Road or whatever the road's name is, and then a little further it says, London via such and such a street, another exit.

Why cannot that be done in this particular instance? I mean I do not know whether it can or it cannot, but why cannot that kind of system be followed on the Queen Elizabeth Way?

**Mr. Adcock:** Well, I think again, the wording is rather complicated here, sir. I am not familiar enough with that circumstance to say that it cannot be done. Probably some additional sign could be raised.

I might talk about Highway 401. I spoke earlier about the highways being blocked off into blocks depending on the mileage of the blocks, depending on whether it is northern Ontario where there are great spaces, and southern Ontario where there are not. What we basically do is, for instance, from Toronto to the Kitchener area is a block. So in Toronto you start signing Kitchener but you will sign the next place, for instance, Guelph. But you will still continue to show the end of a block, which is generally a metropolis of some sort. So the motorist has still got the key on the end of the route, but still has some indication of the intermediate points and the distances to them.

**Mr. Deans:** One final point then. The difference in doing what I am asking and leaving it as it is, is perhaps 40 minutes on a motorist's journey who takes the wrong one. If the motorist goes in at the west end of the city and finds himself in the rush hour it is a 40-minute trip for him to go from wherever the highway comes into Hamilton at the west end down to the east end where he is trying to go. Whereas the other way is a ten-minute trip and this is the difference. This is why I ask you whether you would give consideration to that when you are determining what goes on the signs.

**Mr. Martel:** I would like to say something on signs again. Part of the problem raised by the hon. member for Algoma is that in the north, if someone puts a highway sign up leading into a lake, for example, they can use the name of a lodge because they purchased the sign. They pay, I believe, \$15 a year for one of these finger signs, and they use the name of the lodge and people are looking for a specific lake. But you cannot get the name of the lake up on that corner, directing traffic into a lodge which might be three lakes beyond the lake people are looking for. A prime example is Ella Lake between Capreol and Sudbury. It is three miles off the highway. You cannot see the lake but it has a sign to a lodge and this lodge happens to be on Wanapitei. No stranger can find Ella Lake, which is the lake many of them are looking for, which is three miles in and yet it is impossible to get a sign that that road leading in there is Ella Lake. I have tried for a year and a half, phoned your department and get the same reply each time. How do we direct the people who are using the map to find the road to this specific lake, when you cannot put a sign up indicating that this is the turn-off to this specific lake? I understand that if you can see the lake from the highway you can put a sign up pointing to the lake.

**An hon. member:** I do not think that is—

**Mr. Martel:** Well, I think it does.

**An hon. member:** Well you—

**Mr. Martel:** Well, let us not leave this, Mr. Minister. I would like to find out why this cannot be improved upon.

**Mr. Chairman:** Mr. Root, is your question along the same lines?

**Mr. Root:** It is on signs. There are two intersections in my riding that have signs that are well signed, but at night the service station has very bright lights. You will see the sign to turn onto a certain county road. One is west and one is east where you turn onto the Fergus-Orangeville road, a very heavily travelled county road. It probably carries more traffic than the highway, but because of bright lights from the service station, if I did not know where that road was I would have to slow down to find it. There is another one on Highway 24, where the intersection is, I believe, county road 24 and consequently again you have the bright lights of a service station. I was wondering who decides when there should be a flashing



signal so that you know where the intersection is. If you were travelling these roads, your highways signs are all right.

**Hon. Mr. Gomme:** Is this a stop sign?

**Mr. Root:** It is not a stop sign. There is a green sign pointing to the certain place you are coming upon, but you cannot see the sign for the bright lights of the service station and you have overshot. I tried one time. I overshot it and tried to back up and had a cop sitting there watching me. Anyway, the point I am making is who decides where there should be a flashing signal so you can know where the intersection is.

Now, I know there is one on the county road going up from Malton to Mono Mills where you turn across to Caledon so you know where the intersection is because there is not even a service station there.

But this is on Highway 9, west of Orangeville, and I have tried. People have hit the ditch. The council writes to me, the women's institutes write to me, and once in a while people get killed. But I cannot get a flashing signal there. One of these lights that hang overhead that even if it burned out it would not hurt anyone, but you would know where the intersection was. I am not sure if it is your department or transport.

**Hon. Mr. Gomme:** Well, I am not really familiar with your intersection that you refer to. We have criteria for these flashing lights, but we can get you a copy of that.

**Mr. Root:** Well, I think it will kill too many people before the criteria takes effect.

**Hon. Mr. Gomme:** Have you made a note of that particular corner? We will take a look at that.

**Mr. Chairman:** The member for Kenora.

**Mr. Bernier:** Mr. Chairman and Mr. Minister. I was most pleased by Mr. Adcock's remarks that you are going to review the whole sign policy. I do hope when you are doing this, that you will look at the various legends that you put on the tourist signs. Now a number of tourist operators have questioned me on this. For those members who are not aware, they have the name of the camp and alongside of it there is a legend which shows if it is good fishing, or a campsite, or if there are housekeeping cabins, or if there is lake trout, and it is in such detail that they are actually of no value at all. You mention that there are three lines

to a sign. Could this possibly be reviewed some time?

**Hon. Mr. Gomme:** The Tourist Outfitters Association got together and agreed on these. That is why they are used.

**Mr. Bernier:** —too small and—

**Hon. Mr. Gomme:** We do not have anything to do with that. It was by agreement.

**Mr. Chairman:** The member for Oxford.

**Mr. G. W. Innes (Oxford):** I would like to ask about the symbol signing. I think it was recommended at the United Nations conference in 1968 that international directional signs be incorporated in all the signing across Canada. I do know they are experiencing some in Quebec province. What are you doing here at the moment? I think it is a more colourful road sign they talk about.

**Hon. Mr. Gomme:** We are doing this. It is a gradual implementation of the new system.

**Mr. Innes:** Apparently they can see these quite visibly, instead of reading them.

**Hon. Mr. Gomme:** Yes, that is right. You will see some of them up throughout the province now.

**Mr. Innes:** The odd one, yes. But not—

**Hon. Mr. Gomme:** They are gradually coming.

**Mr. Chairman:** Are there any more questions on signing? The member for Kent.

**Mr. J. P. Spence (Kent):** Mr. Chairman, I have a number of tourists each year draw my attention to the signing in Quebec. Someone has sent me photographs of the signing, relevant to what the hon. member for Oxford brought up, which have a lot of pertinent comments on them in simple signing. It has pleased a lot of tourists in my part of the province, in Ontario, when they are travelling through Quebec. They wonder why your department does not—

**Hon. Mr. Gomme:** Mr. McNab, you might have a word on this.

**Mr. McNab:** We are party to the international symbol signs. Rather than change at a great deal of cost, we are erecting them on a progressive basis when signs have to be replaced.

**Mr. Innes:** They are standard across Canada?

**Mr. McNab:** They are standard across Canada. They are standard internationally.

**Mr. Chairman:** Mr. Stokes.

**Mr. Stokes:** I want your guidance here, Mr. Chairman. Is this the proper vote in which to discuss access to a main highway? In this case it is Highway 17. To be more specific, there was an owner of a parcel of land fronting on Highway 17, where it goes through the township of Nipigon, in north-western Ontario. I am told—

**Hon. Mr. Gomme:** Is this a private entrance, or a commercial entrance, that you are talking about?

**Mr. Stokes:** They would like to develop ten acres of land as a commercial enterprise. They made application some time ago to the local highway authorities. It was investigated and turned down on the grounds that there were far too many access roads leading on to the main highway at that particular location. After they turned them down, or while it was being negotiated, there was somebody directly across the road who was given access. It is pretty hard to explain to people why they have been denied access while other people are allowed to construct access directly opposite them. This is quite a choice piece of land. It is just west of the main intersection leading into the business section of Nipigon off Highway 17. These people want to develop it. It is a choice site. It will need a little bit of building up, but it is a very picturesque spot on tangents—

**Hon. Mr. Gomme:** Could you give us the name? We will look into it. No one here is familiar with the particular—

**Mr. Stokes:** I am wondering if you have specific policies saying that at a given point in time, or when there is a certain density of development, you say "No, we cannot allow any others." Because development is going on there all the time. Everyone is moving out of the centre of town with their business enterprises to take advantage of the through traffic on the highways. When you grant X number of licences, or whatever you do, for permission to have access to Highway 17, then all of a sudden you say to one person, "No, you cannot have it," it creates a lot of animosity with these people. I have taken it up with the regional director, or it might have been the district engineer, I cannot recall which one. Of course it was denied. They did

say that they might give it further consideration later on, or something like this, but it is not a very healthy situation when you get some development being permitted and others being denied.

**Hon. Mr. Gomme:** Mr. McNab, do you have anything on this?

**Mr. McNab:** We would certainly look into this specific location, but generally speaking you ask what our policy is. What we are attempting to do, of course, is stop this strip development. It is very unsafe outside cities and built up areas. As much as possible, we try to restrict the number of access points by having a service-road type of thing where a number of businesses can use the same access onto the highway. Sometimes it appears that one person gets a permit where another does not, but there are slight differences that may not be apparent to you or the person who is making the application. If it is a controlled access area, we definitely have control access regulations which will only allow businesses under a clearly defined situation and warrants. This is what we are attempting to do, sir, in a general sense. But I am quite sure we could have some logical explanation and not an excuse if you can give us the specific name.

**Hon. Mr. Gomme:** Mr. Chairman, might I ask the hon. member for Sudbury East (Mr. Martel) if he would give us the name of that particular lake that he was referring to?

**Mr. Martel:** Ella Lake. It is just three miles outside of Capreol.

I would like to talk about some specific items on page 85 of the estimates.

**Mr. Chairman:** The member for Sudbury East.

**Mr. Martel:** We have four minutes, Mr. Chairman. Do you want to wait to?—

**Hon. Mr. Gomme:** Go ahead.

**Mr. Martel:** The Legal Services. I would like to know who is responsible, for example, during construction if springs and so on are broken, or, due to pot-holes in the road, if a spring or a muffler falls off. Does this come under this branch? Under this area? Because a lot of people would like to know who they might lay a claim to when something breaks down, and they do not know where to turn.

**Hon. Mr. Gomme:** If the road is under construction, it is the contractor's responsibility.



**Mr. Martel:** Thank you. I wanted to know. That is why I asked under "Legal". I did not know if it was the department's responsibility or the contractor's

**Mr. Chairman:** There is a vote called, and I think we will adjourn and reconvene as soon as that is completed.

**Hon. Mr. Gomme:** It is a quorum vote.

**Mr. Chairman:** Is it? I did not hear him when he came in. He said there was a vote called. Well, we will keep right on then.

**Mr. Martel:** What is the annual turnover in staff? Is this a pretty difficult question? I get this from a representative on The Department of Highways. He tells me his turnover is quite considerable. I wonder how considerable. I am talking about permanent staff, not just casual labour.

**Hon. Mr. Gomme:** I am advised it is about seven or eight per cent, with retirements and everything taken together. It includes those—

**Mr. Martel:** It includes those?

**Hon. Mr. Gomme:** Yes, everything.

**Mr. Martel:** I have one further question—on bridge collection. Last year I believe the total was \$498,000 for collection across toll bridges. This year the cost is \$561,000. Is that because of added increase in salaries after their last contract?

**Hon. Mr. Gomme:** Yes, it is general increase in salaries as the award gave it.

**Mr. Spence:** Mr. Chairman, I would like to ask the Minister with regards to rental of equipment. There is \$1,092,000 in one item.

**Hon. Mr. Gomme:** This is the data processing equipment that you are talking about.

**Mr. Spence:** I do not know what equipment you rent.

**Mr. Innes:** No, no, it says rental of equipment.

**Mr. Spence:** \$1,092,000. And then in another item here there is rental \$638,000. Could the Minister inform us what is rented?

**Hon. Mr. Gomme:** Well the first one, \$1,092,000, is rental of data processing equipment.

**Mr. Spence:** That is not cars or machinery.

**Hon. Mr. Gomme:** No, no. It is electronic equipment.

**Mr. Spence:** So it is cheaper to rent than to buy?

**Hon. Mr. Gomme:** Yes.

**Mr. Innes:** What other departments do you do that data processing for?

**Hon. Mr. Gomme:** Departments of Education, Energy and Resources Management, Treasury and Economics, Civil Service Commission, Ontario Provincial Police and the Ontario Water Resources Commission.

**Mr. Spence:** You do all theirs?

**Hon. Mr. Gomme:** No, not all of it. We do work for them.

**Mr. Innes:** Last August there was a report in *The Globe and Mail* which stated that the department was considering the possibility of making a reversible one-way traffic. Is there any indication that this is going to be a fact next year or is it just?—

**Hon. Mr. Gomme:** I do not think the department ever said they were going to. But I think there were suggestions that were given out but not by us. It would be very complicated to do that.

**Mr. Innes:** As you know, the Smith report made various suggestions to the department regarding financing and said it should be phased in on a five-year period. Has the department made any moves towards using any of the recommendations whatsoever? I think it dealt primarily with the over-all road network in the province and it indicated that they should be financed on a 65 to 75 per cent of the user access benefits. At the moment I think you are using about 100 per cent of the income from the department and The Department of Transport. Is that true?

**Hon. Mr. Gomme:** Are you talking about the overall income from licences and gas tax and the overall expenditure.

**Mr. Innes:** Yes, that is right.

**Hon. Mr. Gomme:** There is more than just the expenditure on roads to enter into that. There is the police service and The Department of Transport service. And these have to be added to our expenditure to give you a true picture of what is being spent in regard to what is being collected and sometimes I see reports that leave that part of it out.

**Mr. Martel:** Do highway revenues exceed what is being expended on highways? I think



this came out last year on the various studies from the Ontario Motor League and so on that gas tax, and so on, was more. In fact, the total revenues were something like 106 per cent of what the expenditure actually was. How much validity is there in this statement by these people?

**Hon. Mr. Gomme:** Well, I do not think that was correct because I do not think they have taken the other two items in as a road expenditure.

**Mr. Martel:** They were just comparing what was actually being taken in as opposed to what was being expended on highways and ignoring the other two items?

**Hon. Mr. Gomme:** That is right.

**Mr. F. Young (Yorkview):** If you had taken the amount that was used on highways would it have been 100 per cent without the other two departments?

**Hon. Mr. Gomme:** No.

**Mr. Young:** Mr. Chairman, we seem to be bouncing back and forth. I would like to ask a question about the research end of it. There is quite a considerable amount here for research and I think it is proper to question it now.

I would like to know what projects are being undertaken. I am familiar with a couple of them, but I am wondering if there is any project or has been over the past year or year-and-a-half or so, and what is now projected for the next period. I presume this money is pretty well spent by this time, by the department itself, by its own research people and by the universities and other organizations that are mentioned here.

**Hon. Mr. Gomme:** Mr. Chairman, we carry out research into the broad range of highway problems using scientific staff of our own branch and the skills and resources available in other branches of the department. There are various ones that work through this and we assign projects to universities and we also assign some projects to consultants.

Now, samples. This is all you want, samples of what we do? One is the investigation into the transverse tracking of flexible pavement so prevalent in the cooler parts of the province. And there are the analytical and field studies that develop improved design criteria and procedures for pavements and structures. A third one is the development of methods of evaluating the ultimate load capacity of bridges and the maintenance management.

These are the types of things that we research.

**Mr. Young:** Are you doing something in connection with the guard rails and signs and so on? This sort of thing.

**Hon. Mr. Gomme:** Yes, we have a full-scale report on that.

**An hon. member:** The report is in on the guard rails?

**Hon. Mr. Gomme:** The 1968 report is not printed. This one that we have is June, 1968, but it was 1967 research.

**Mr. Young:** What is being done, if I could ask in connection with research going back to signs again, I suppose, in connection with collapsible standards for signs? Now as I think that this is an important thing, I presume that the results here were the same as results in other places. They have done them in Britain and Texas and other jurisdictions where it was discovered that the death rate went down remarkably when the signs, which could easily be sheared off, were used. I suppose they are larger signs, like the ones here on the Macdonald-Cartier Freeway and signs of that nature. What steps are resulting from that kind of research?

**Hon. Mr. Gomme:** I would ask Mr. Adcock to speak on that.

**Mr. Adcock:** Sir, our test track at Fingal, southwest of London, was unfortunately lost since it has been turned back to agriculture. We are working on acquiring a new test track. We did in 1967 and 1968, and a little in 1969, a great number of actual impact tests with radio controlled cars driven into various carrier systems and poles—both lighting posts and sign posts.

A great deal of this work was done to develop what we call frangible, if you like, what we call a break-away base for poles. And we have now, as a result of these tests, developed these bases and we have a directive out in the very early part of this year to all our designers and our field people, which describes where these systems will be used. Basically if we have a solid pole such as a concrete pole or if we have very high volumes of opposing traffic, then we will use something such as the flexible guide rail systems to separate the opposing flows of traffic, or to protect the vehicles from the poles. The places where we cannot do this, and there are places where you cannot physically get a guide rail in or for other reasons it is not

opportune to use a guide rail, we are using these break-away base poles, both on signs and on light stands.

We still have some research that we hope to carry out next year on aluminum lighting poles, because we are quite certain that certain forms of short aluminum poles will act as a break-away pole without the inconvenience and the cost of putting a breakaway base on the pole. The study has been very beneficial as far as signs, although I think its greatest benefit was in the matter of barrier systems. As a result of this, we have new standards. Our research did corroborate that which we had from the United States, although we learned a number of other things. We have been dealing with states such as New York and California who are carrying on a like estimate programme.

**Mr. Young:** Am I to understand, Mr. Chairman—and some of us have seen the movies of the tests that you made—having discovered the uselessness, if I may use that word, of the present barrier system—the wooden poles and the wires on the side of the road—that that kind of barrier is now being superceded by a more efficient one? I know the difficulty you were running into there. The British system of the steel poles. . . . Of course, with lighter and smaller cars they can contain the situation much better than we can on this continent. But do I understand, then, that the old system of the wooden poles and the two wires is now being discontinued and something more efficient is being looked at?

**Mr. Adcock:** Yes, sir. As I said, I think the greatest result from the test programme for the two years 1967 and 1968 was the development of a new three-cable system. You will see a little bit or it quite close to travel on the Queen Elizabeth Way from the Humber to Royal York Road. That system has only been up about three or four months. It has been struck a number of times, and it has worked beautifully. It has been very satisfactory. We have directions out to our field to, as quickly as is economically possible, convert from the old single cable system, which we found during our tests to be pretty useless, to this three-cable system which we found, as far as North American automobiles were concerned, was very very effective. This was a change, of course, which will take some time, because we have hundreds and hundreds of miles of Gardiner, but it is taking place. You will see signs of it already driving around, where one cable has been changed to the three. All our new

construction will be either the flex beam if that is warranted—and this is a very costly system, of course—or the three-cable which is a much less costly system.

**Mr. Young:** And all new construction is going to the three-cable system?

**Mr. Adcock:** Or the flex beam where it is warranted.

**Mr. Chairman:** Mr. Meen.

**Mr. A. K. Meen (York East):** Actually, a good many of my questions have now been answered, because I wanted to direct my questioning into the general area of research too. I have had the pleasure—perhaps the hon. member for Yorkview (Mr. Young) would like to see this—of reading in the last day or so a transcript of an article by Douglas Feriman, in April of this year, reviewing four at least of the major areas of research in which The Department of Highways has been engaged in the last couple of years, as has been indicated.

One of these indicates the effect of the three-stranded guard rail sections which they are now using and which as the hon. member probably knows are terminated by taking them down into the ground, rather than butt-ending them as used to be the style with the single strand or perhaps the double strand that they used. Th's, in conjunction with the styling of the sheet-type guard rails—I guess that is the best way for a layman like myself to describe this—where they are being taken down into the ground rather than being butt-ended. I was impressed, in reading this, to the extent to which they have gone. They have some photographs here which show the degree to which a car can impinge upon one of these rails at an angle of say 25 degrees, where they will traverse as much as eight feet over the shoulder and be brought back on without ever going down the embankment.

**Mr. Young:** There is a very good movie on this which the hon. member may have seen.

**Mr. Meen:** I have not seen it, but these pictures may well be taken from that movie. They also show some of the effects of these lighting standards. Is that the term? Lighting standards, rather than, say, the spun concrete types that can be very dangerous indeed. I have forgotten the figure for the deceleration rates when you strike something like that, but it is somewhere in the order of 20 g's as I recall. That is enough to kill any occupant, I believe.



That looks after a couple of them. They have been doing a great deal of work, as I see it, with respect to cloverleafs—the modes of access and egress at cloverleafs—and environmental techniques, sloping shoulders of the roads, the drainage ditches, the catch basins and so on, some of which can be true hazards. If you went off the road into some of these fairly light gradients, I think you would still take the bottom off of a car when you came on the first catch basin. I am glad to see they are working on getting those fixed up.

There are some areas, Mr. Chairman, where I wonder if we are really doing enough. I understand that areas such as types of lighting, reduction of glare, adequate illumination, the type of illumination whether it be by mercury vapour or sodium, or whatever they might be using, is pioneered, is researched in some depth in other countries such as Philips Company in Holland, where I understand they have quite a research laboratory. But I wonder if we ourselves are doing anything more than perhaps correlating this information.

Maybe that is all we really should try to do, but I wonder if there are any special needs due to the type of climate we experience here, the congestion of traffic, the size of our vehicles as the hon. member for Yorkview has already mentioned. We have to cope with problems which they do not necessarily have to cope with in other countries on the European continent at any rate, and whether we should not be working somewhat more along those lines as well.

I wonder also whether we are doing research as to road surfaces and bearing roads. I suppose that is a matter of engineering techniques to be developed, but we do have problems with frost and drainage which other countries do not experience to the same extent. I wonder if our department is covering any of that, Mr. Chairman, under the appropriation of some \$445,000 for salaries and for grants to universities and other organizations who might, I would hope, be investigating some of this?

I would suppose, too, that the department would be interested in the matter of safe speeds. We try to get vehicles from point A to point B in the shortest possible time commensurate with adequate safety. There are a lot of factors that enter the picture as to safety. I am not one who believes that our highways are not well posted. I think that by and large they are well posted as to speeds, and I must compliment the Minister

and his department on taking a realistic approach to ramp speed signs in our cloverleafs. I do not think that they under-rate those signs. When you see a ramp speed sign that says, "Ramp Speed 30 Miles per Hour," that is the right speed, and you do not try going around too much faster than that. I think they are being pretty realistic having regard to all the factors they have to cope with including times when the pavement might not be too good.

I have covered a lot of areas in a rather general way, Mr. Chairman, but I would like to hear from the Minister and his staff as to just what other areas that department is working on, because I know it is something we all support, and we all want to see that as good a job as possible is done. It is possible, as we know full well, that in the years that lie ahead we are going to have more vehicles on our highways than we ever at this stage would dream possible. I think we must be prepared for that eventuality.

**Hon. Mr. Gomme:** Mr. Adcock, would you speak on that?

**Mr. Adcock:** Sir, we have really two areas of research in which we are involved. The sort of hard research where you go out and you pound a pavement to death, or you strike a car into an object, and we have also a more esoteric type of research where—and this is done to some extent by our university programme—people who do not really have the test facilities we have do such things as traffic research. Speaking of the universities, there are eight universities in the programme though, of course, they do not all participate at one time. It depends to some extent on their post-graduate staffs and also on the actual university staff.

At the moment there are six universities participating and they are doing such things as the following: trip generation and the traction characteristics in small cities—this is a traffic research unit; aerial triangulation as applied to highway engineering—photographically; study of the consolidation characteristics of sensitive clays—a materials subject; an economic valuation framework for regional highway planning studies; the prediction of scour at bridges—this is hydrology; and such things as rotting in granular materials of a hard physical type.

You mentioned research in illumination. I do not think that any department of highways that I am aware of in the world is able to get into all classes of research, and we



have become great horse traders. The Canadian Roads Association of Canada has what they call a research correlation committee, and its main function is to make sure that what goes on in Ontario is known to British Columbia, and what goes on in British Columbia is known in Ontario. They are quite successful in passing this information.

All highways departments that I know of are members of the Highway Research Board of the United States, which is one of the biggest amalgams of highway research people in the world. They have many, many publications, almost at the rate of three or four a week on subjects that range so widely that you could hardly describe them.

We have done, though, some research in illumination. It has been a minor amount because we have not really gone into this in any great amount of detail. But we did develop from it the new high-level lighting system which you see on Highway 401, which gives, we believe, a very much more uniform level of illumination than we have ever had in the past, but has the great advantage of being much more economical. The cost of it is considerably less than was the old 30-foot type of nominal height. This was brought along, of course, by the ability now to have illuminators of much higher wattage than we have had in the past. Metro Toronto at the moment is doing some research on sodium lighting which we are watching with great interest.

As I say, it is impossible to get into all facets of research, and we try to do as much as we can with the facilities and the wherewithal that we have.

**Mr. Chairman:** Mr. Whitney.

**Mr. N. Whitney (Prince Edward-Lennox):** Mr. Chairman, Mr. Minister, gentlemen. What I have to say may not particularly apply to this particular vote. I do not know. But what I am thinking is that a year ago in June I was involved in a slight accident. I had been out with my wife and two elderly people whom I brought up to attend the opening of the Roblin Mill at the Pioneer Village. I had attempted to get away from there before the traffic got really heavy on Highway 401, but unfortunately when we got to the car we had a flat tire, and by the time we had changed it we got involved in that traffic right at its very peak.

We started for home on Highway 401, and I kept to the left lane pretty well because I did not want to be let off, and I was not accustomed to driving there. But I was also

trying to keep a couple of car lengths at least between myself and the car ahead of me, because I know, at 60 years of age, my reflexes are maybe not as quick as they should be. But there was a sports car that came up in the lane of traffic to my right, and suddenly it cut across in front of me, and he had ample room to get in, and I saw no need to go for my brakes. But all of a sudden that car was approaching, and I had to put on my brakes, and I did happen to strike it.

My wife was sitting in the front seat with me. We did not see a single stop light in that whole works. In other words, cars are slowed down by traffic ahead. The sports car did not have to use brakes for a stop light, or slow down as far as it was concerned. By coming in where it did it shut out the stop lights completely for two lanes of traffic for an instant. And I caught the corner of that car by a very little bit. It did not amount to anything serious, the damage to my car was negligible. No one was injured particularly, but the point that I am getting at is this: Why should any car in a congested traffic situation such as that, where we are all conditioned to watch for stop lights, for a signal to stop, be allowed to engage in traffic, to drive in traffic of that kind, and without having to use the stop light and give a warning to the people behind. And I think that, with that research, there is something wrong there some place. I went to my insurance adjuster, and he said, "Well, you were responsible for hitting him." Well, doggone it, I did my best to avoid him. I went to the outside, but there was absolutely no warning.

Are there two kinds of laws? You wonder. I do not care about these sports cars—maybe they can shift gears and slow down and do these things—all well and good. But I do feel that in congested areas, where that sort of thing takes place, I do feel that there should be limitations in a way, so that a sports car would have to show stop lights or give some indication, just as well as the ordinary guy. I think there is something wrong with the set-up.

I do not know, this may not apply to research, it maybe more properly applies to another category—but I think this is true, and I think that it should be given consideration.

Interjections by hon. members.

**Mr. Whitney:** No, he did not back up into me, but when he cut across in front of me, he gave no indication that anyone else was stopping, and he geared it down. So by the time I realized that traffic was slowing down—

Interjection by an hon. member.

**Mr. Whitney:** I do not think so, but I just think that research should be done . . . I think that sports cars, in areas of that kind, should be governed by the same laws as other cars, that they should use their stop lights instead of gearing down. I think there should be research done into that very thing.

**Mr. Chairman:** Mr. Allan.

**Mr. J. N. Allan (Haldimand-Norfolk):** Mr. Chairman, this seems to be a period of suggestions. I am not going to take the time of the committee. I am just going to mention one thing which, for me, is a disappointment. That is that in the marking of the centre line with the broken line and the solid white line, it seems to me that, if we are going to err, we might better err on the side of having too many solid white lines rather than too many broken white lines. I find that some of the highways in our district, and I do not know whether it is only common to our district because I have not noticed it in the others as much—where you cannot depend on turning out on a broken white line. I just think that this is a mistake. It does not bother me, because I do not depend on it, but it seems to me that you should be able to depend on that broken line.

Traffic has speeded up, speed limits have been increased, and I can take you to some of the highways in our area where you can turn out on the broken white line and drive right into a car that came up out of a depression. Some of the older highways where the sightings are bad. . . . It seems to me that those should be marked with solid white lines. I would like to feel that I could depend on turning out when there was a broken white line. For persons who do not realize this, this is a very dangerous source of accidents. I would like to have you look at this.

**Hon. Mr. Gomme:** We certainly will.

**Mr. Chairman:** Mr. Martel.

**Mr. Martel:** Mr. Chairman, this is one of the areas, I think you will recall, that earlier this afternoon there was a great juggling act that went on in arriving at these estimates, and this has to be one of the areas.

If you look at last year's estimates, it shows Research and Sundry Engineering Services \$5,503,000. When you look at this year's estimates you see \$655,000. I am sure there is an explanation, but, as I said, if you are not an accountant and you do not know

all the facts, it is pretty difficult to try to understand where the \$3,911,000 went.

**Hon. Mr. Gomme:** Could the hon. member tell me where that figure is?

**Mr. Martel:** Page 76 on last year's estimates, Mr. Minister, rows 9 and 10. In this year's estimates it is in, as you know, vote 901. It is item 8. I believe they made it number one.

**Hon. Mr. Gomme:** Pardon me a moment, I do not have last year's book here but I have in the column the amounts that were given for research last year and my figures are: salaries \$289,000, travelling expenses \$12,000, and two items of \$150,000 maintenance and research by universities, making a total of \$601,000.

**Mr. Martel:** Right, but in the estimates that we received last year, Mr. Minister, under item 910 it says, sanitary engineering services salaries \$3,911,000, travel expenses \$457,000, maintenance \$385,000, rental of equipment, soil . . . \$600,000, research projects carried out by universities and other organizations \$150,000, total for engineering \$5,500,000.

This is one of the difficulties in this year's estimates.

**Hon. Mr. Gomme:** I will ask Mr. Adamson to explain that to you.

**Mr. H. M. Adamson (Department of Highways):** Sir, the vote 910 that you speak of last year with the \$3,911,000 in salaries was including what we call our materials and testing division and our engineering audit division, which in the regrouping this year where the 11 votes of last year become only four this year, the research you find in 901, the other part contained in this grouping of last year will come up in vote 903.

**Mr. Martel:** That is one of the juggling acts that made it extremely difficult. Perhaps the Minister should have warned me as I indicated at the supper hour. I should have insisted that he go through these things because I could not understand them all. Now I am not opposed to research, in fact, if anything, I do not think they spend enough on research. To me, in the studies I have done—and again I do not know that much about highways but I have managed to get a good number of these booklets from England and other areas. . . . Most of the research that I find there seems to be one major problem, that being water. It seems to be basic to the



destruction of highways pretty well in England and, I guess, in any other country where we have frost penetration.

You know I would not mind us spending \$10 million if we could find some way of overcoming the problem. Water seems, from the studies I have been able to get my hands on, public enemy number one of highways. Am I right in assessing that water is probably the biggest problem you are confronted with?

**Mr. Adamson:** I would say yes.

**Mr. Martel:** How much money are we spending this year to overcome this very basic problem?

**Hon. Mr. Gomme:** Mr. Adcock will speak on that.

**Mr. Adcock:** I cannot answer you in dollars, sir. Part of our research involves this great problem of water and really in the part we are talking about it is frost. If you have frost and no water you have no problem, but if you have frost and water together you often have problems.

Now we are doing quite a bit of research on this particular area trying to cure frost heaves. It is a very specific problem and we are trying to cure the heaving situation which you will frequently notice coming from northern Ontario at the junction between spills and cuts what we call a grade put, and we are applying styrofoam and we are doing a lot of this work this year. Our preliminary research over the past three or four years has indicated that this is a very adequate way of correcting these bumps which occur at grade puts. This research is continuing.

We are also doing laboratory research on the function of soils carrying water. If the water is well down below the frost line or not too much under the frost line this rarely becomes a problem. If the water gets high enough that it is close enough to the surface of the road it is drawn up through the capillary action. This is almost a continuing research programme to avoid soils that have this frost acceptability. Many soils do not. The granular type materials, whether they be sandy or gravelly, generally are not susceptible to capillary and do not draw water so we try to avoid the soils that do this. This is an almost unending type of research in the laboratory to avoid this type of soil.

**Mr. Martel:** I am just wondering if you are aware of the study, I imagine you must be, that was conducted in England on that

specific topic—investigations into the effect of freezing in a typical road structure. I have three of them, you know.

This is something I wrote away for and all three of them deal with water, some soil drainage and the structural design of roads. And, finally, the relationship between soil shrinkage and the development of surface tracks of course. This is not too applicable to northern Ontario, as it was done in Kenya. But it indicated where the reverse works. If you have too quick a draw up of water you are confronted with problems of cracks occurring then. After having gone through these I felt that we had to really make a tremendous investment in this line.

The thing that disturbs me particularly, coming from northern Ontario, is that three or four years after we build a road at a tremendous cost we start to patch it. If you look at Highway 69 north, which was only reconstructed in 1963, it is already full of heaves and so on, and this is only five or six years ago. I would say the \$10 million is not too much to spend, Mr. Minister, on an item like this, if we can combat it. I remember last year giving the Minister some material that the Russians had done. I gave him a clipping that they were using, I believe, a system of electrolysis, to try and drain the water off for several feet below the surface of the pavement, through a system of electrolysis. Of course, you cannot believe everything they tell you, but nonetheless they maintain in the extreme north of Russia it had tremendous results. Now I have written to the Russian embassy but unfortunately they have not seen fit to acknowledge my mail. In fact, I have written them twice.

But I think if we are going to reduce it, has any consideration been given to excavating an area and putting in slag like the CNR and CPR are now using? I do not know if you are aware that the CNR, by using slag in their track bed, maintain that a) they do not have to change ties for 20 years, b) they have been able to cut their crews down to section crews for 20 miles, and c) they have three or four men for 20 miles because there is very little shift, so that means very little realignment of track beds. Certainly the drainage problem would be eliminated. It does not hold much moisture if it is used as sub soil. There would be a problem, I imagine, of getting it into an area. You would almost have to block an area off as you used a sub base, because of the cutting factor it would have on tires. I think in the CNR yards in Sudbury they haul out during



the summer 50 to 60 cars a day and they are not doing this for nothing.

I am just wondering if it might not resolve a good deal of our problem if we put this as a base and then put the other type of soil which draws less water over and above that and then our surfacing. It might be a little more expensive in hauling great distances and so on, but I just get hung up when I see \$185 million spent every year, or in this neighbourhood, for maintenance. We should be able to develop something. You know they did it in Italy. The Appian Way, I believe it was called, was built 4,000 years ago. Granted the climate is different, but somewhere we have to get rid of this major problem and I just do not think that we are putting enough effort, or enough dollars, into coming up with a system. You should be able to relieve the problem because I think you only put a foot-and-a-half down now, do you not?

When you come to the water table, as in the Hamilton basin, for example, where it is relatively close to the surface, I do not think styrofoam will really solve the problem, will it? It might be a case of elevating the highways a little more than we are doing at the present. Fine, maybe this is an answer. As the Appian Way was built relatively high, maybe we should be moving our highways up a little more to provide better drainage and to keep away from the water. But I just do not feel that we are doing enough in this area to remedy the problem. I wonder if you have some comment. Maybe I will have a few remarks after, but I think this is vital.

**Hon. Mr. Gomme:** Well, we have experimented with slag in two or three places.

**Mr. Martel:** Has it proven successful?

**Hon. Mr. Gomme:** Well, I do not think there has been a long enough time to really know yet, but we will continue to do this, and as you point out, it is very costly.

**Mr. B. Newman:** How about the results in other jurisdictions who have actually used slag in road construction?

**Mr. Martel:** It is unfortunate now. You know they used to give it away, just to get rid of it because it is an unsightly heap.

**Mr. Minister,** it would not leave the holes that you have cropping up all over the province if you get the proper gravel for roads. You also have the problem of a great number of pits being left. I think there is

one along Highway 69 north, just constructed on flat terrain and now you have a great gaping hole there. This creates another problem. Someday we are going to have to start filling those in and this is going to be costly. You know, I think we have to start weighing all of the consequences. They do become hazardous when they get water in them and children may fall into one of these.

I think we have to start calculating the costs which might appear to be greater, as you construct, because of the high cost. But what about comparing that to what the savings might be, in the long run, in constructing highways which will last for more than five or six years before they start to deteriorate. Or the cost of expropriating or purchasing land in order to buy gravel; the cost of buying gravel; the cost of eventually having to fill in those gravel pits.

I think if we start to weigh all of these things we might find that we could negotiate with the companies if we were going to purchase a large quantity. It just might balance out. It might balance out in the government's favour over the long haul. Because when you look at the estimates again, your maintenance is \$134 million and a lot of that is for patchwork, is it not?

You know mulching, filling in holes and what not. But when we start to balance and think in long-term policies maybe we would be much wiser to move in on this. As I say this area is food for thought.

I do not know if the government has seen fit to write the Russian embassy. Maybe they could get the information as fast as I could on whether this system of electrolysis, which apparently drains the water off and prevents the freezing and the heaving and thawing and then the break when the thaw comes down. And the advisability of spending, if necessary, \$5 million to \$10 million in experimental work to come up with the solution to the water problem.

I think these would all be moves in the right direction to reducing the costs greatly as far as maintenance is concerned, and maybe giving us the funds necessary to build new highways. Maybe I am all wet. I do not know that much about highways but I am trying to learn and these things seem obvious. Maybe the government has reasons why, although it appears obvious to me, it is not acceptable to them at this time.

**Hon. Mr. Gomme:** Well, I think first of all your reference to maintenance costs and the patching is really not right. The costs that

you are referring to are way out. We can discuss the maintenance item by item when we get at it, but it is not just as you picture. I would ask Mr. McNab if he has anything to say on that at this particular point.

**Mr. McNab:** Well, first of all to take the last point, the electrolysis. We have used electrolysis on unstable soil. I think we used it before the Russians and—

**Mr. Martel:** Well, that is what I say. You cannot believe them at all.

**Mr. McNab:** No. However, it has its limitations and there is no question what we have to do is to get rid of the water in the first place and wherever this is feasible we certainly do.

Now as far as building a road to such an extent that we would not have any slumps or failures. We considered this and I remember a few years ago we were criticized in the House, and quite justifiably, because they did not know all the circumstances for a failure on the road, after it had been built about three or four years. And we knew that this was going to happen. To rule out the possibility of a failure and bring in foreign material into this area would have cost us something in the neighbourhood of \$70,000. The road slumped. There was a depression in there and we had to build it up with material and we built it up for \$10,000. In other words, quite frankly, we go into some of these things realizing that we are going to have a maintenance problem, but it is far cheaper than the tremendous capital costs in the original instance. And it is very interesting to show you instances of this.

Now, as far as our general research in this area of soil mechanics, it is a continuing thing. An awful lot of it is done actually in the field and would not show up as maintenance. It is a practical maintenance problem in each construction job. But I agree that certainly we can and must spend more on research in this part of it. I could not agree more.

**Mr. Spence:** I would like to ask the Minister a question with regards to coloured pavement. There is quite a danger of going to sleep after travelling many miles. I wonder if the department has made studies of different colours for pavements to offset the danger of falling off to sleep or going off the highway, which I see on so many occasions where marks of cars are on the median. I often think the driver went to sleep. So I just wondered what research you had done in regards to colour.

**Hon. Mr. Gomme:** We have tried coloured pavement but not with a good result. We have tried it and we have tried white arm about three or four years ago and we are taking the white arm off. At the present time it just would not stand up and all the colours that we are able to get now, do not stay this colour. You have to patch them and they are distorted. The colours get distorted. Actually, even the black goes grey in a few years, just the same as us.

**Mr. B. Newman:** Mr. Chairman, I would like to ask the Minister if there is any research being conducted in the province on the grooving of roads as a safety measure. I read that in Great Britain this originally started some 11 years ago where they grooved the airport runways. It became especially a safety factor in case of rain, or shortly after rain, or even during the rain. That longitudinal grooving gave that much additional traction to the craft when it landed, and it prevented any type of skidding. After Great Britain experimented with it on the runways of the airports, they took a test strip on their highways. They found it extremely beneficial.

California followed suit about eight years ago. Now a lot of their highways are grooved in spots where a skid hazard exists. California is not the only jurisdiction that has followed through. The state of Washington, which would be on a level with the province of Ontario and probably in the same temperature range, has done so; the state of Montana has done some experimenting on this and are using the longitudinal grooving as a safety factor on areas where there is a skid danger. Has the department conducted any experimentations on this method of improving and making our roads safe?

**Hon. Mr. Gomme:** Yes, Mr. Chairman, it has. But we found it very costly and we found a lot of it fills up with sand and snow and such things as that. The benefits are not always as great as what they look to be on the surface.

**Mr. B. Newman:** The article I am looking at now tells me that both Montana and Washington have done this, and they find the reverse is true. In fact, it says the grooves do not, as some thought in the beginning, have a tendency to fill with debris and therefore lose their effectiveness. So maybe you have had a difference from what both Montana and Washington have had. They apparently say that it still maintains its safety factor.



**Mr. Chairman:** The member for Port Arthur.

**Mr. Knight:** Mr. Chairman, I want to ask the Minister whether the department is doing any research into something to replace salt as a solution to melt the snow and ice. Here again, if water causes millions of dollars worth of damage to highways, then certainly this salt causes millions of dollars of erosion damage to motor vehicles. When the day comes that you announce you have found something to replace salt that is not going to ruin cars, that is going to be a day of celebration in the province. Are you doing anything in the—

**Hon. Mr. Gomme:** We are continually doing research on that.

**Mr. Chairman:** The member for Welling-ton-Dufferin.

**Mr. Root:** A little while ago there was some mention of the new type of guardrail. I have noticed recently you are putting the end of the guardrail down into the ground in some places, and in other places they are still up in the air. Have you been doing this long enough, and have you enough information to say whether this is a good or a bad thing? When I see one of those guardrails in the ground, it reminds me of some of the ramps that the hell-drivers drive over where you put one wheel up and you put the car over. Does it do that, or is it a safety factor, or is it a research project that you are carrying on? And if it is a research project, what is the result?

**Hon. Mr. Gomme:** We have seen the research of doing that and the very thing you refer to does happen. It can roll a car, but I think generally they think the benefits are greater than hitting the square end. This is why we are continuing to do it. It is still research, all the time—trying to get better methods to make the roads safer.

**Mr. Root:** What happens when you roll the car is that you get somebody else involved in the accident. If I run into it, then it is myself and I am not going to roll onto somebody else.

**Mr. Chairman:** The member for Yorkview.

**Mr. Young:** Mr. Chairman, the matter of salt was raised. I had a clipping here from *Resources* of September-October, 1969, with respect to salt which might be interesting to the committee. A complete investigation of the effects of de-icing roads with salt showed

that the level of sodium and chloride iron present in water and soil along the major highways in Maine have increased sharply since the practice began. Water from Wells drilled 30 feet or less from a highway was usually unsuitable for drinking because of the excessive chloride concentrations. This is a result of investigations in Maine. It is just another one of these pollution factors, I suppose, in our civilization. I do not know whether anything has been done here or whether any results have accrued here. Have any complaints been made by people who live along highways in regard to the use of salt in de-icing their roads in the winter time? Can you make some comment?

**Hon. Mr. Gomme:** We have had some complaints about it. We have tried to withstand them in one way or another from the benefits we receive from the dry roads of the motor—

**Mr. Young:** In other words, the feeling is, so far the results of the use of salt outweigh the—

**Hon. Mr. Gomme:** Yes. That is right.

**Mr. Young:** —outweigh the other unfavourable factors in the situation.

**Hon. Mr. Gomme:** That is right.

**Mr. Young:** Now, how long can that continue, do you suppose? This is the question we have to ask ourselves.

**Hon. Mr. Gomme:** Well, I cannot answer how long it will be till we come up with something better. This is the problem.

**Mr. Chairman:** Mr. Martel.

**Mr. Martel:** Two points, Mr. Minister, on general research. I just had this given to me yesterday. The United States, at the present time, is testing concrete planks to cut bridge costs. In other words, they are going back to the old style of bridge where you had a wood structure and rather than make solid concrete . . . well, I will read the article. It will give a better explanation.

Millions of dollars spent annually on bridge repairs and construction can be saved if a new fabricating technique developed at Purdue University passes field tests. Purdue researchers reached back into history and came up with a startling, simple theory.

In the style of old wooden planks, use pre-cast concrete planks. Concrete bridge surfaces are traditionally made on a costly process. Many bridge decks have a life



span of less than five years after which extensive repairs must be made. The Indiana university's research indicates that concrete planks made under controlled conditions are more durable than decking constructed on site. Planks fit together in much the same fashion as tongue-groove flooring. They are then clipped tight with a special steel spring fastener. If one plank should go bad after lengthy use, it can be replaced with great saving in time over the traditional methods.

As I say, it is relatively new. Maybe it is something that could be considered. It does certainly have merit.

**Hon. Mr. Gomme:** We are observing that, but it is too new for us yet to say.

**Mr. Martel:** One other point. I do a considerable amount of driving north. Where you have the yellow line on the outside of a highway, this proves to be extremely helpful during snowstorms, and so on, when you are driving north. Why is more of it not being done? Is it a case of financing? Are you doing it in stages? I find it extremely helpful in keeping on the road. Sometimes the centre line gets snowed in, but that yellow line on the outside gives you a real good guide. It keeps you fairly centrally located in your lane. Without that, it sometimes becomes difficult, particularly in snow storms. I would ask that more of this be done because it is extremely helpful. I would encourage the department to do more of this.

Lastly, and maybe you can comment after, I come back to a little bit of a running battle the Minister and I have had. You know, Mr. Minister, you built a new highway for us up there to curb a fog condition, and with a little pressure we got the fog condition cleared without cost by just making INCO recycle its boiler water. But we are appreciative of the fact there is a new highway there. We do not have the fog problem any more. We have just recycled the boiler water.

But on that highway, all of the accidents, I am told by the mayor of Copper Cliff, have occurred when west-bound traffic veers off into the east-bound lane. There is a median there, but it is not that wide. I have been after the Minister for a year now to put a new type of one of these barriers there. Not the big concrete thing, but something that will prevent one line of traffic going across to oncoming traffic. I realize there are some problems, but there have been 11 deaths. There might be drinking involved, but every one has occurred because traffic has gone into

the other lane. I would sooner see a side-swipe than a head-on collision any day of the week.

Interjection by an hon. member.

**Mr. Martel:** Well, contribute it to booze or anything you want, but it is much better to come bouncing off some kind of wire barrier than it is to go into another lane of traffic and meet people head-on at 60 miles an hour.

**Mr. Chairman:** Gentlemen, I am afraid we are, after the Minister answers this question, going to have to adjourn because the *Hansard* people are only engaged until 10 o'clock. We have overlooked this, so if the Minister would care to answer maybe we could have—

**Hon. Mr. Gomme:** Well, first of all in regard to the yellow paint. It is strictly a matter of cost and we have 25 criteria for where we use it on certain curves and horizontals. We know it is a great thing but it is a matter of money.

In regard to the accidents, I think you answered the question yourself in regard to drinking being the base of all of them. So the one thing I can say is that maybe after December 1, there will be a new way of handling this. But the thing that is so amazing is the accident data really is very low for the number of millions of miles travelled and it has come down a good deal.

**Mr. Martel:** As a result of traffic leaving one lane and going into the other lane? Because most of our highway is curved, Mr. Minister, you know that.

**Hon. Mr. Gomme:** Yes, but then in this particular road, in 1964 there were 5.8 accidents per million miles of vehicles and in 1966 after the road was constructed this came down to 1.565, and in 1967, 1.3. I mean the reconstruction really improved it a great deal.

**Mr. Martel:** If you got the barrier through, maybe that would eliminate the rest.

**Hon. Mr. Gomme:** Yes.

**Mr. Chairman:** Is vote 901 carried?

**Mr. Martel:** Just a minute now. Do not rush this vote here. All right, let it go.

**Mr. Chairman:** Carried. We will reconvene at 10.30 tomorrow morning. I move the committee adjourn.

Motion agreed to.

The committee adjourned at 10.15 p.m.

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# Legislature of Ontario Debates

**STANDING COMMITTEE ON SUPPLY**

**Department of Highways**

Chairman: Mr. Paul J. Yakabuski, M.P.P.

**OFFICIAL REPORT — DAILY EDITION**

**Second Session of the Twenty-Eighth Legislature**

**Friday, November 21, 1969**

**Speaker: Honourable Fred McIntosh Cass, Q.C.**

**Clerk: Roderick Lewis, Q.C.**

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## CONTENTS

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Friday, November 21, 1969

Road Maintenance	
King's highway system .....	S-559
Motion to adjourn, Mr. Chairman, agreed to .....	S-584



# LEGISLATIVE ASSEMBLY OF ONTARIO

## Highways and Transport Standing Committee

FRIDAY, NOVEMBER 21, 1969

### ON THE ESTIMATES— DEPARTMENT OF HIGHWAYS (continued)

The committee met at 10.30 a.m. in committee room 1.

**Mr. Chairman:** Gentlemen, we will call this meeting to order, but before we get into vote 902, I have a correction to make on a statement I made late last night just before we adjourned. I mentioned at that time that we had to adjourn because *Hansard* leaves at 10 p.m. This is not the case. It was just a bit of a misunderstanding—some wordage between the people who operate the technical facilities here and myself. So I want to make that correction. The fact that *Hansard* had to leave did not enter into it at all. So I want to put the record straight this morning. Vote 902. The member for Riverdale.

**Mr. J. Renwick (Riverdale):** Mr. Chairman, I was just wondering whether or not the Minister or his officials could tell us whether there is any evidence of collusive practice in bidding for road maintenance contracts at the present time, amongst the various road contractors.

**Hon. G. E. Comme (Minister of Highways):** well, are you not referring more to capital contracts?

**Mr. J. Renwick:** No, I am thinking of contracts for maintenance on the highways—whether or not there is any evidence of collusive arrangements among those contractors who are bidding for maintenance contracts. If I may add the other part of it, what checks and controls does your department exercise in making certain that there is not a development of collusive practices?

**Hon. Mr. Comme:** Well, we certainly take the greatest measures to protect this. Are you referring to that one that came up last year?

**Mr. J. Renwick:** No, I am referring to your current knowledge about whether or not there are collusive practices, and what protection

the public has through your department against the development of collusive practices amongst road contractors who bid on these highway maintenance contracts.

**Hon. Mr. Comme:** Mr. McNab will answer that.

**Mr. A. T. C. McNab (Deputy Minister of Highways):** We always recognize that we must protect ourselves against anything that would result in higher prices, or prices that are not realistic. We have a system whereby we estimate the jobs. These estimates are compared with the bids that we receive, and if they are unreasonably different from any cause, we do not award them, or we call them in another way.

The fact that they are out of line as far as our estimates are concerned, would not necessarily mean that there was anything irregular. It could mean, and it quite frequently does, that in any particular area there is not the competition, perhaps, at that particular time, that would encourage people to sharpen their pencils and get down to a realistic price.

People might say, well, they would have to reorganize and get new equipment if they are going to do this job, so they will put in a good price for it. Also, it might be the case, as we found out in some instances, that the job, by being changed, by maybe combining it with another, we can get prices that we feel are reasonable. Now reasonable to us is something where we estimate the labour cost, the elements of materials and equipment rentals. This is what we base ours on. So I think you can have reasonable assurance that we are getting our dollar value.

**Mr. J. Renwick:** What is the point at which your department decides to do the maintenance work itself, and the point at which it decides it will call for a contract to have the work done?

**Mr. McNab:** Mr. Renwick is referring again to maintenance?

**Mr. J. Renwick:** Just the maintenance, that is right.

**Mr. McNab:** Just the maintenance contracts. Well, we have to have a certain amount of labour for it, and normal type of equipment, and when we have this, if it is within our ability to handle this without increasing our capital investment and hiring a great number of people, we will do our own work. If it requires a big capital investment and the hiring of specialists, and so forth, then we will put it up for tender.

You have noticed that contractors' equipment, particularly in the wintertime—quite a bit of it is idle. It would be unrealistic for us to keep this type of equipment when we can rent it a fairly competitive rate, say in the wintertime, and when the contractor's operations are not at full peak. But we do sufficient of this work ourselves to know when we are getting a good deal. We are convinced that the competitive climate in the construction industry certainly warrants our utilizing the contractors wherever we can.

**Mr. J. Renwick:** Would you give me an example of the two types.

One, for example, for a specific maintenance job which the department has taken on, say in the neighbourhood of southern Ontario, and one where you have decided that the maintenance work should be let by contract?

**Mr. McNab:** Certainly. I think the best example is gravel crushing. Where it is in a remote area, possibly, where there are not a lot of plants around—we will put our own gravel crusher in there because we know that there would not be any real competition in bidding. This happens quite frequently, more in the north than in the south.

**Mr. J. Renwick:** Do I take it from that, really, the distinction is not the ability of the department to do a particular job, but that you only do the maintenance work through the department's resources itself when somebody else cannot make any money on it when it is a loss operation.

**Mr. McNab:** No, we say that we only do it when we feel that we can do it cheaper than the other person. We recognize this situation, that if there is not a lot of equipment available, and it is a sellers' market, that we have to be ready to move in on those occasions.

**Mr. J. Renwick:** I think one of things that we have always been concerned about is whether it is feasible, practical, realistic,

for the department to set up its own, either internally—but hived off, so that it could account as a separate body responsible to the Minister—a road maintenance operation which independently, with its expertise, and divorced from the department to that extent, could be one of the bidders on any of the contracts which are let for road maintenance, in order that this expertise which you have and which I agree that you have, can be actually focused on the same criteria, that determines what free enterprise or an individual contractor in the province concerned about what he bids so that you have one bidder amongst all the bidders on road maintenance contracts in whom you have confidence is using methods that are both comparable and realistic in terms of market conditions, so that you have a yardstick by which you can judge the bids that are coming in from other contractors.

**Hon. Mr. Gomme:** I think the hon. member must realize that the greatest proportion of the money under road maintenance is spent and used by their own forces. It is a very small amount of this that really is contract work. Like when you look at the summary at the bottom there, of general maintenance, the way it is divided up.

**Mr. J. Renwick:** I appreciate that, but perhaps the Minister would tell us just what is the amount of the work carried on by your own department and what is carried on by independent contractors of the total amount under this vote.

**Hon. Mr. Gomme:** The best information I can give you quickly are the four items there of gravel crushing, dust laying, surface treatment and hot mix patches, which, I think, adds up to about \$4 million.

**Mr. J. Renwick:** The reason why I was using the road maintenance vote for this purpose is that I think it will be very difficult for us to persuade the government that for construction work you should have this independent operation that would act as the yardstick. But it did seem that in this area of maintenance there is a very good argument that can be made for having an operation that will be a yardstick operating and acting independently of the government, but a government operation which will ensure that the same factors are taken into consideration when they bid on a job that a market operator would take into consideration when he bids on a job to protect the public interest. Our problem always is, Mr. Chairman, that we have to take it on faith that the govern-



ment is getting value for the dollars it is spending. I am not suggesting for a moment that everybody is not acting with good faith within the department, of course they are. What I am saying is that even with the utmost good faith they are working in an area which is totally controlled by contractors who have other purposes in mind than the protection of the public interest. Again the contractor wants to do a good job because he knows he is not going to get other contracts unless he does a good job, but the cost element of doing that good job for road maintenance work has no real objective standard by which, as far as I can see, your department can judge the cost to the public of the work.

**Hon. Mr. Gomme:** The hon. member for Sudbury East (Mr. Martel) brought some of these items up yesterday and one specific thing he was talking about was the cost per ton of asphalt. He had figures from other jurisdictions and I gave him the figures of the costs that we had in Ontario. These are examined all the time by our own people and the costs, I think he would admit, to us were very favourable with the best that he had. This is the type of criteria we use and we think that our estimates, with all this material available, are able to keep these prices in line.

**Mr. E. W. Martel** (Sudbury East): You will agree, Mr. Minister, that using a figure as I presented yesterday, that out there there must have been something pretty shoddy going on when you could bring the price down, in a period of five or six years, from \$10 a ton to \$4.85. This is the sort of thing I think that my colleague is talking about and that I was talking about yesterday. We in this party have that hang up that asks, "Do we really get our money's worth." We really do not have that yardstick.

**Hon. Mr. Gomme:** We had the specific figures, you see, for asphalt. Our figure at the time you were referring to first was \$4.80 a ton and now it has risen to \$5.50. This is the average as we put it.

**Mr. Martel:** It was successful out there in bringing a fantastically high price of \$10 a ton in a short period down to \$4.85 a ton through this operation.

**Hon. Mr. Gomme:** Yes, but I point out that ours was lower on account of our system.

**Mr. Chairman:** The member for Yorkview.

**Mr. F. Young** (Yorkview): Mr. Chairman, in respect to the asphalt, I would expect that with the volume and the closeness to some of the markets here, gravel and otherwise, that we should be able to produce the asphalt considerably cheaper than they could in the prairies. Now this may or may not be true, but at the same time, as this is a question and we have been assured that there is a control here, we are just asking that some assurance be given through some other device than now exists.

Coming back to this matter of being certain that we are getting value for our money in respect to the maintenance of highways. Is there any pattern of bidding in the province? What I mean by that is company A may have a very expensive installation, they have their plant and in this county. Company B has a plant in another county and as long as, I suppose, they can keep their bids below the point where it pays company B to move into this area where company A is now established company A has a real advantage and has a margin there. I do not know whether any investigation has taken place in this regard as to whether these various companies which are established with their plants in certain areas consistently get contracts—not all the time, but most of the time in those particular areas. In other words they are able to underbid—and sometimes by agreement—the other companies in the areas in which they have their primary plants.

I am just wondering whether any discussion has taken place, or any real investigation. Because I have had some experience in this field in the past. Some of us have discovered the advantage sometimes does not accrue to the local taxpayer.

**Hon. Mr. Gomme:** We find that, as you say, there might be a bit of advantage to a company having their plant situated there. But in southern Ontario there are so many of these around that really there is not any advantage to one over the other because competition is adequate. We find this from the pattern of the bids that come in.

**Mr. Young:** So if no one company then consistently gets the maintenance contract in one area, this does not appear over a period of years.

**Hon. Mr. Gomme:** No.

**Mr. Chairman:** The member for Carleton.

**Mr. W. E. Johnston** (Carleton): I would just like to say a word on this. In eastern Ontario



materials are becoming somewhat scarce be it any type of maintenance, even the hot mix or whatever it is. Many of the contractors have bought up gravel pits. The bidding depends a great deal and is governed by the amount of material, the availability of it to the certain contractor and so on. All these things enter into the matter of a contractor competing with the other one. I might add, too, that I feel myself that most of the contractors are pretty hungry and for that reason I believe the department really gets good returns from their contract calls.

These contracts, as you know, are opened in the presence of the press and accordingly are awarded to the low bidders.

Interjections by hon. members.

**Mr. Renwick:** Does the department have information or any way of obtaining information about the various companies that do bid on maintenance contracts? I believe this also applies to construction contracts. But basically do you know the connections between any of the companies or whether there are connections between them; whether they have the same shareholding arrangements or whether there are interlocking arrangements between the various companies?

In other words, is your expertise in the field of highway maintenance work limited to the highway maintenance operation or do you, in fact, know the background of all the various companies that deal with your department and have you any way of obtaining that information so that you do not find that the same basic interests are controlling a number of companies, which are bidding on contracts with the department?

**Hon. Mr. Gomme:** We have that information. I might say that the average number of contractors bidding on work now is eight to nine. It is higher than it has been in the past.

**Mr. Renwick:** Would you know, for example, that there is no connection between any of those companies?

**Hon. Mr. Gomme:** We would know if there was a connection.

**Mr. Renwick:** You would know if there was any common shareholding or common arrangement between?

Now could I make a suggestion? I am not encroaching on work which should be done by the public accounts committee, but I find on going through the public accounts set-up of The Department of Highways, which after

all is the only basis effectively on which we can deal with the current year's estimates, that it is an extremely confusing way of setting out the information on, for example, all the contracts. I think it would take quite a lot of time to go through and find out all of the contracts, or all of the amounts of all the contracts, which were awarded to a particular contractor.

Is there some way in which the layout of the expenditure information could be in a more intelligible form than it is at the present time? On the same point I find it very difficult, when you split the maintenance and construction in the estimates. I find it very difficult when your expenditures, as such, are lumped together. For example, when you come to the maintenance and construction, it is lumped together on page 111 of the public accounts. You do not separate it for public accounts purposes. It is general maintenance and construction and you have the ordinary and capital division, in this case \$32 million and \$146 million for a total of \$178 million. I find that confusing.

I would have thought from the course of the discussion this morning that the ordinary expenditure might be taken on by the government, but I understand it is not. A good portion of that amount would be under contracts let to specific contractors for maintenance work and that the capital part of it, presumably, is the capital construction. Is there any way in which this could be re-organized to be more informative and related somewhat more to the actual breakdown of the estimates?

**Hon. Mr. Gomme:** As I pointed out yesterday this is set out by the provincial auditor and this is the way we are told to present it.

**Mr. Martel:** Look at those figures, Mr. Minister, for two minutes. On the contracts for example, or two minutes on the appropriations. At the end of two minutes you just have a mass of blur. You just cannot follow it.

**Mr. J. P. Spence (Kent):** Mr. Chairman, I would like to ask the Minister. The tenders that are called for construction and the tenders that are called for maintenance contracts—what percentage are the tenders up, or are the tenders that you receive up this year over last year?

**Hon. Mr. Gomme:** The number of bidders?

**Mr. Spence:** No, are the tenders higher? The price.

**Hon. Mr. Gomme:** The tender price index is up .4 per cent this year over last year.

**Mr. Spence:** Mr. Chairman, may I ask another question? With regard to letting a construction contract to build a new highway. The Department of Highways does certain things like watering the road or building up the road or construction. Does The Department of Highways pay the watering of the highway? Is that in the contract with—

**Mr. Chairman:** Mr. Spence, we are on maintenance.

**Mr. Spence:** Oh, I am sorry.

**Mr. B. Newman (Windsor-Walkerville):** Thank you, Mr. Chairman. I wanted to ask the Minister the policy on over-runs. Apparently there is a firm tender and they cannot complete the job within that tender and then they are allowed to complete the job by doing something extra or something of that sort. What is the government policy? Do you allow over-runs?

**Hon. Mr. Gomme:** We allow under-runs, too. It could be one way or the other.

**Mr. B. Newman:** How do you decide there should be an over-run on the given piece of construction?

**Hon. Mr. Gomme:** How would we decide there would be an under-run?

**Mr. B. Newman:** In other words a man has bid—let us say for the want of a figure—\$1 million and he finds he cannot complete it for \$1 million and it takes \$1.25 million.

**Hon. Mr. Gomme:** Are you talking about construction, Mr. Newman?

**Mr. B. Newman:** No, it would be maintenance. I had better make it maintenance, then I am in the right vote.

**Hon. Mr. Gomme:** I think, Mr. Chairman, the point is that an over-run is simply more work required and an under-run is less work required and we have, I would suppose, as many under-runs as there are over-runs.

**Mr. B. Newman:** How would you have an over-run? Surely there must be a set amount of work that must be completed or a set amount of maintenance that must be completed. How would you decide or how would the contractor eventually get to the point where there is an over-run on a specific project?

**Hon. Mr. Gomme:** Well, you would know perfectly well that if it was moving a hill for a road. I do not think that anybody could estimate the exact yardage that had to be moved. I mean, that is rather difficult.

I have a statement here on estimated quantities that is set forth in the tender and they are approximate only:

The basis of payment under this contract shall be the actual amount of work done and the material furnished and provided, but if the quantity of work to be done and the material furnished, under any item, exceeds, or is less than the estimated quantity, the contractor shall proceed with the work. But if such increase or decrease is for a major item and exceeds less than 20 per cent of the tender per such item and if such increase or decrease materially increases or decreases the cost of work or material then either party to the contract upon written request of the other shall as soon as reasonably possible negotiate upwards or downwards to compensate for that portion of the work to be done, or the material to be furnished, which is in excess or less than the tender amount.

**Mr. B. Newman:** So actually your tenders are on a cost plus basis.

**Hon. Mr. Gomme:** No, they are not.

**Mr. B. Newman:** Well if a man is moving a hill or something of that sort.

**Hon. Mr. Gomme:** But there is a firm price per unit for this.

**Mr. B. Newman:** Well that is cost plus, is it not?

**Hon. Mr. Gomme:** No.

**Mr. B. Newman:** He does not know the amount of gravel or the amount of dirt that he has to remove from a hill. So you are paying him according to the cubic yard or tonnage, however, you pay, so it is cost plus.

**Hon. Mr. Gomme:** No, no.

**Mr. B. Newman:** I am going to leave that for now and ask the Minister to what extent is the department proceeding with the elimination of level crossings? Today, with rapid transit, we are being confronted with more and more accidents on and at our railway intersections.

**Hon. Mr. Gomme:** That would go under capital.



Mr. B. Newman: It would go under—

Hon. Mr. Gomme: Capital.

Mr. B. Newman: It is not in this vote?

Hon. Mr. Gomme: No.

Mr. B. Newman: It would not be in maintenance at all?

Hon. Mr. Gomme: No.

Mr. B. Newman: Then I will take it up later.

Mr. Chairman: The member for Welland South.

Mr. R. Haggerty (Welland South): Mr. Chairman, a question to the Minister. In hiring personnel for The Department of Highways, is it a general procedure to hire through Manpower, or how are these persons hired? Is there any job posting?

Hon. Mr. Gomme: We hire through the civil service commission.

Mr. Haggerty: In Toronto?

Hon. Mr. Gomme: Department of the Civil Service.

Mr. Haggerty: This puts it in an odd position does it not? Persons wishing to be employed by The Department of Highways would have to apply here through Toronto, when perhaps in many cases they are not aware of such positions being open. That is why—

Hon. Mr. Gomme: Oh yes, but in a local area, people know whether there are vacancies. You are talking about your area. Well, the local branch would know whether there was an opening, and they would apply through local offices.

Mr. Haggerty: What local people are you defining here? This is the point that I am—

Hon. Mr. Gomme: I know what you are trying to say, but I do not agree with you.

Interjection by an hon. member.

Hon. Mr. Gomme: No, I know you are not.

Interjections by hon. members.

Mr. Haggerty: How come you know?

Hon. Mr. Gomme: Because I have been accused of that before. As I said before, I was one that suffered under that system, so I do not agree with it.

Mr. B. Newman: Then why carry that system on now?

Hon. Mr. Gomme: We do not.

Mr. Haggerty: There is some reason for this question. I had to be in The Department of Highways building in my area and we were talking about snow removal. This question was brought to my attention. I said, "Well, is it not done through local Manpower?" and they said, "No". Sometimes it leaves a question in your mind of just how it is handled. I have many persons come and ask me and I tell them I do not know who to go to. Once I can tell them who to go to, they can probably get a job. But we will leave it at that.

In the tendering for snow removal on highways for maintenance, has the province or your department ever given any consideration to letting a one-year contract to go to two years or three years? The reason I raise this question is that I know many that do tender for it and go out and buy special equipment, and in one year it is gone. They do not seem to come back and—

Hon. Mr. Gomme: There is very little tendering for snow removal, that we call for. Sanding is the big thing.

Mr. Haggerty: Sanding then.

Hon. Mr. Gomme: I know. But in sanding the man just bids on the provision of a truck, and he gets the equipment to go on the back of it from us. We supply the sand spreader. But he does not have to purchase any extra equipment. We find that most of these people that bid on these things are maybe ones that have a truck. They use it in the summer and bid on this for winter works. They just send the chassis and cab in to us to get the sander put on.

Mr. Haggerty: And that is another question I would like to raise. Is the salary, or the weekly wage paid to these persons, that are working on the highways.—Well, I find it rather low, particularly in my area. In talking to the persons employed, they are lucky to be taking home \$65 a week, yet these men provide a good service on our roads, especially in snow removal at this time of year. I think it warrants a little bit more consideration in salary and income; \$65 is peanuts today to try to raise a family.

Hon. Mr. Gomme: I do not think there is anybody just getting that for that type of work.



**Mr. Haggerty:** It is \$1.71 per hour.

**Hon. Mr. Gomme:** Of course this is under the Civil Service and we pay the rates—

**Mr. Haggerty:** Well this is what I say. It is coming out of your department funds.

**Hon. Mr. Gomme:** But we do not set the rates.

**Mr. Haggerty:** You do not set the rates?

**Hon. Mr. Gomme:** No. And you will find in these estimates that the wages are up for the simple reason that it is a higher award by the Civil Service for all classifications. We pay those as they are awarded.

**Mr. Haggerty:** Perhaps I can leave this to Minister—

**Hon. Mr. Gomme:** The figure that you gave there on hourly rates—the ones effective January 1, 1969: manual worker \$2.47; manual worker premium \$2.57; highway equipment operator 1 \$2.74; operator 2 \$2.85; operator 3 \$2.93. So we have no prices down as low as you quoted.

**Mr. Haggerty:** This is probably in the labour—the bottom of the line.

**Hon. Mr. Gomme:** We have that: manual worker \$2.47.

**Mr. B. Newman:** How about casual labourer?

**Hon. Mr. Gomme:** This is the same thing.

**Mr. Haggerty:** Then I had better check into it. Another point that was raised and that was brought to my attention was that in working in overtime, these men do not receive that overtime pay until perhaps two months later. Is this so?

**Hon. Mr. Gomme:** I am informed it is paid in the following month, but we are arranging to get it out in the current month.

**Mr. Chairman:** The member for Sandwich-Riverside.

**Mr. F. A. Burr (Sandwich-Riverside):** Mr. Chairman, under "Operation of Ferries", I would like to speak about the Pelee Island situation. Wolfe Island, down in the Kingston area, has a population of about 700, and it is about a mile from the mainland. According to the figures for 1966-1967, the cost to the government of this ferry operation was about—

**Hon. Mr. Gomme:** Mr. Chairman, might I say that there is no money in here for the Pelee Island operation. It is a federal government subsidized operation.

**Mr. Burr:** No, I realize that.

**Hon. Mr. Gomme:** But it is a federal government subsidized operation.

**Mr. Burr:** Yes, I am quite aware of that.

**Hon. Mr. Gomme:** But there is no money in here for the Pelee Island—

**Mr. Burr:** I am speaking about ferry operations. So far I have talked about Wolfe Island.

**Hon. Mr. Gomme:** I thought I heard you say Pelee Island.

**Mr. Burr:** Yes. I want to refer to Pelee Island.

**Hon. Mr. Gomme:** Oh.

**Mr. Burr:** The cost to the government of the Wolfe Island operation, as I understand it, is \$384,500 for 1966-1967. Pelee Island had a population of about 700; it is down now to about 350. In the summer time it is 2,500. It is eight miles off-shore. As the Minister has just pointed out, it has ferry service for about 8½ months of the year—from April 1 to December 12 or so, which is provided by a private company subsidized by the federal government. In the remaining almost four months of the year Pelee Island is without any service whatsoever. The only connection they have with the rest of civilization is by air to Windsor or to Sandusky, Ohio, despite the fact that Pelee Island is in the centre of a circle with a radius of 75 miles, in which 10 million people live. Within 75 miles of Pelee Island there are ten million human beings. Yet for these four months of the winter, Pelee Island is absolutely isolated. They have been trying for many years to get some improvement in this situation. They have made appeals to the federal government, to the provincial government. They have sought assistance from the University of Windsor which is studying the situation, the University of Western Ontario, the St. Clair Regional Development Council, and various others. Each of these groups has come up with the same answer after studying Pelee from every angle. The trouble with Pelee Island is its transportation, and there has been no improvement in the last 50 years in the transportation.

It still takes 1½ hours at least to travel to the mainland as it did 50 years ago. The St. Clair Regional Development Council Study suggested that a hovercraft could be the answer. The Pelee Islanders got in touch with Bell Air of Canada and after considerable negotiating they agreed to test a hovercraft between Pelee Island and the mainland. The test was carried out in the month of March when there was solid ice, running ice and open water conditions. The test was a success and it was carried on without any cost to any government.

The islanders have tried to follow this up but so far they have not been able to achieve anything on this score.

I want to explain how isolated Pelee islanders are for they have only this summer-time service. The Pelee islanders frequently have to depend on the United States Coast Guard for aid in the winter time and as they are strongly most Canadian on Pelee Island this is one of the minor points of aggravation. Almost every winter, fishermen are stranded on Lake Erie and they have to be rescued. Almost invariably this is done by the United States Coast Guard from its station at Belle Isle or by helicopters from as far away as Selfridge Field or Traverse City, Michigan. Even Trenton, Ontario, has been on call to go to the rescue of these men stranded on the ice. Last winter, I believe there were 41 people stranded on the ice for five hours. Fortunately they were all rescued but that was more by good luck than anything else. A hovercraft would have been able to solve this predicament in no time at all.

Because food has to be flown in during the winter the prices are very high. On two occasions I made inquiries. Butter was 85 cents a lb. at one point, at another point it was 91 cents a lb. Bread cost 39 cents a loaf. Milk 55 cents for a quart. On May 28 in the House, the then Minister of Health referred to a water ambulance, I am quoting, "Such as that used to come from Pelee Island".

As I had never heard of this, I made inquiries on Pelee Island, but no one there knew about any water ambulance. When a night emergency occurs, what they call "Hooper's boat" is chartered for \$100. In order to have a doctor live on the island, the Pelee Islanders have to pay \$6,000 a year as a guarantee and provide a house. Last year the upkeep on the house was over \$5,000. So the population has fallen from about 700 a few years ago to 350. Now the cost of getting a sick woman into a hospital in Windsor

which is 49 air miles away is in wintertime, \$40 to charter a plane and \$10 for an ambulance. If you want to make a winter trip to Leamington, the airplane to Windsor airport is \$15 return. The taxi to the Windsor bus depot is \$4, on return another \$4. The bus return fare to Leamington is \$3, then you have meals \$3 and hotel \$10. It costs you \$39 to go 16 miles.

This is if you are lucky because at every point you may have delays caused by waiting for a space on a plane, the missing of a bus, the unavailability of a taxi. You have all these problems to be encountered.

Now when the flying conditions in the Windsor area are adverse, the method of getting to Leamington 16 miles away is as follows. At 3.45 p.m. you can get a plane to Sandusky, Ohio, where you can rent a car to take you to Detroit, Michigan, go through the tunnel to Windsor and get a bus to Leamington which you reach at midnight. High school students wishing to go home during the winter from Leamington or Kingsville from the mainland about 16 miles away must travel about 40 miles to Windsor by bus, then 49 miles by air, often waiting for one of the three or four available seats on the mail plane. If conditions permit they can land on Pelee Island. If the conditions do not permit the plane may have to turn around and go back again.

So you can see that the Pelee Islanders in their winter isolation are very unhappy. In fact, they have a saying down there that Indians are second class citizens in Ontario and Pelee Islanders are third class citizens. Now they are not asking for a free transportation connection with the mainland such as you have on Wolfe Island, St. Joseph Island, and Amherst Island. They are merely asking for year-round transportation and this is what a hovercraft could give them. Why they should not have equality, I do not know. But they are not asking for equality with other islanders. They are just asking for the availability of this year-round transportation. Actually in bad weather they are more isolated from the rest of civilization than the astronauts are when they are on the moon. The astronauts can get back to civilization faster than the Pelee Islanders in winter when the weather is adverse.

A hovercraft costs \$400,000 for a 38-passenger ferry, if you call it that. You say that is a terrific amount of money. But if you consider the money that you would have to put out to build a highway for eight miles—eight miles is the distance between the mainland



and Pelee Island—if you look at it as a capital cost of that nature then the \$400,000, when you compare it to the cost of highways, is an insignificant amount.

**Hon. Mr. Gomme:** Have you the figures on the maintenance?

**Mr. Burr:** Yes, I am coming to those, Mr. Chairman. Perhaps I could just ask, what is the average cost of a highway now in Ontario—a mile of highway? Have you got that figure, a round figure?

**Hon. Mr. Gomme:** It is very difficult to give you an answer—

**Mr. Burr:** I realize that.

**Hon. Mr. Gomme:** —as there are variations. I suppose you are talking about a two-lane highway. Approximately \$200,000 a mile.

**Mr. Burr:** All right, \$200,000 a mile, on the basis of eight miles—that would be \$1,600,000, which is four times the cost of a hovercraft. If you based it on the distance from the nearest port which is 16 miles, Leamington or Kingsville, then of course you can see that the cost of a hovercraft is even more reasonable.

I asked the islanders for a kind of a budget as to what a hovercraft operation would cost. Estimated at 2,000 hours of running time at \$165 an hour that comes to \$330,000 for the operation. If you compare that with the figure for Wolfe Island—\$384,500—it is still a reasonable figure. However, the hovercraft would not be run free. There would be a good revenue. At the present time the people who ride the ferry have to pay \$2.75 for a round trip and \$10 for a car. There would be other sources of revenue. For example the mail contract is \$15,000, freight would be \$10,000, and the amount that The Department of Education would save for transportation and lodgings on the mainland for students from Pelee Island would be around \$33,000. I have not even mentioned the income from passenger service—and all of these things could go a long way to defraying the operating costs of the hovercraft.

Now because the islanders need this hovercraft primarily in the wintertime, in the summertime the hovercraft could be used as a profit-making, income-producing operation along the Detroit River or to Sandusky, Ohio. The hovercraft is still a great novelty, and the number of people who live in Detroit, the number of tourists who come to Essex County would certainly provide a great source of revenue so that the hovercraft could build

up a profit in the summertime that would offset the wintertime expenses.

The other islanders get 12-month service, and they get it free. The Pelee Islanders are getting eight months' service through the private company that is federally subsidized, and they pay for it. That does not seem, Mr. Chairman, to be fair. Why should anybody in southern Ontario be virtually isolated from the rest of the country for almost four months in the wintertime with the danger of health emergencies proving fatal?

I think I have taken the time of the committee sufficiently. To sum up: The initial cost of the hovercraft is equivalent to about two miles of two-lane highway; the operating cost, even if it were free, would be less than that for the Wolfe Islanders, and no one is suggesting it should be free. I have indicated that the operating expenses could be largely covered in various ways. In view of this, Mr. Chairman, I wish the Minister would give me an assurance that he would take another look at this problem, and see if he could come up with a solution for the people of Pelee Island.

**Hon. Mr. Gomme:** I might tell the hon. member that the basis really for the free service at Wolfe Island is that it is connecting two highways, and it is there in lieu of a bridge. I mean we have a highway on the mainland and a highway on the island, and it is to connect the parts of the highway. Now this is the basis that has been used. There are other islands down there that have a ferry service, which are not free, but they do not connect the highway, and these people pay for the use of those.

The other thing I would point out is that I do not know whether you have taken into account the fact that there would still need to be ferry service practically just as much as there is now, even with a hovercraft. On the other hand, I cannot tell you that we are going to do something for Pelee Island, but I can tell you this: that we have had people in Europe the past summer looking at hovercraft and the advantages that they offer—all the availability of them, and what they will do and this kind of thing. They have taken it up very earnestly, particularly the crossing of the channel and so forth between England and France. So that we are looking into this very carefully because there certainly is a place where this type of equipment can be used.

**Mr. Burr:** Mr. Chairman, is it not the case that there is a road on Pelee Island that the



provincial government has under its jurisdiction?

Hon. Mr. Gomme: No.

Mr. Burr: At one time?

Hon. Mr. Gomme: No, I do not think so.

Mr. Burr: There was never any—

Hon. Mr. Gomme: Well, we just maintained it, but it was not a highway.—It is like a township road, under subsidy.

Mr. Burr: But you did look after it at one time?

Hon. Mr. Gomme: At one time, I am informed, we did it as the agent of the township, but it was not under the department's jurisdiction.

Mr. Burr: This seems to be the kind of a legal quibble that should not really count—

Hon. Mr. Gomme: No, I am not trying to say that. I am only giving you the reasons why we have done it at Wolfe Island.

Mr. Burr: I am willing to forgive you the past, but it is the future that I am concerned about.

Hon. Mr. Gomme: Thank you.

Mr. G. W. Innes (Oxford): Mr. Chairman, from time to time I have received several complaints from motorists primarily, on the time of day that the department sees fit to have the maintenance crews either painting or going down the highways. It has been pointed out to me that they seem to pick the particular time when there is the most traffic, which possibly is not the case. But on the other hand, has the department given any thought to painting during the night hours? I know that in other jurisdictions, they work right around the clock—in Alberta for example.

As I view them putting the markers down, I have passed trucks several times, where there are up to six men putting down the markers, and I just wondered if there was any way that they could automate this operation so that they would not have to do this particular operation by hand. It seems to me that they have automated practically everything else. I would think that a conveyor of some description, as they drove along, would have some merit, and they could pick them up, either by a magnetic device or something—I do not know. But it does seem ridiculous

that so many people have to be engaged in that particular operation.

Hon. Mr. Gomme: I might tell the hon. member that we have an experimental rig in operation which does this type of thing experimentally at the present time. In regard to the painting at night, we have considered that, and we have talked it over with the police, and everyone thinks it is too dangerous an operation.

Mr. Innes: Well, I disagree, because certainly the number of cars would be invariably half, and it seems to me that your flashing lights at night are easier to see than the bright sun sometimes. Of course, you are specialists and know all about that, but I think it is a point that could be looked into.

One of the problems that seems to come to my attention at times, too, is the amount of property that is owned by Highways. Invariably it grows up in weeds. I would like to know how many properties you do have currently along Highway 401 and some of your main highways. I know some of these are rented. I might also ask you, does the department pay any taxes to the particular municipalities if the lands are rented?

Hon. Mr. Gomme: Mr. Howden, could you answer that; about property tax, please?

Mr. H. S. Howden (Department of Highways): Property taxes are generally paid through a grant by The Department of Municipal Affairs.

Mr. Innes: Do you mean direct to Toronto, or how are they paid?

Mr. Howden: I mean, where The Department of Highways owns certain lands, they do not pay taxes directly to the municipalities, but there is an arrangement whereby Municipal Affairs makes a grant in lieu of taxes.

Mr. Innes: You mean, The Department of Municipal Affairs makes it?

Mr. Howden: Yes, The Department of Municipal Affairs.

Mr. Innes: Well, it does seem to me that land which is returning revenue to your department through rent would have an obligation to pay some tax back to the municipality, where other land that is not being rented possibly would not.

**Mr. Howden:** You are correct, sir. If the department does lease the property, it gets more revenue from it than it does pay tax to the municipality.

**Mr. Innes:** I am sorry that I am prolonging this, but mention was made about the bids for firms and one thing or another. I could not get Mr. Chairman's eye. How many fines were levied last year for contractors not completing their specific contract on time, and what was the total amount of the fines levied?

**Hon. Mr. Gomme:** That could be either—

**Mr. Innes:** That could be maintenance. I know there is some maintenance—and in construction.

**Hon. Mr. Gomme:** It is not a fine. It is liquidated damages. You have used the wrong term.

**Mr. Innes:** Okay. What is the liquidated total?

**Hon. Mr. Gomme:** During the year 1968 to December 31, 1969, the department awarded 321 contracts, of which 305 contained liquidated damage clauses. In the same period, a total of \$34,625 was paid to the department by contractors as liquidated damages. Since the inception of the programme in 1956-57, 3,972 contracts had a liquidated damage clause and the department collected damages of \$55,020 from 418 of these contracts.

**Mr. Innes:** What period was that, Mr. Minister?

**Hon. Mr. Gomme:** 1956 to 1957. No—from the inception of the programme in 1956-57 up until the end of last year.

**Mr. Innes:** That would be \$50,000 per year?

**Hon. Mr. Gomme:** Roughly, yes.

**Mr. Young:** Mr. Chairman, I think the subject I was interested in has been partially exhausted at least. The question in my mind at that time was whether or not the winter maintenance work is done on part stand-by time through the companies that are going to work for us in the winter, or do we do practically all the maintenance work in the winter through our own department? There must be supplementary work that has to be done from time to time in the ploughing field and others, such as sanding.

**Hon. Mr. Gomme:** I would ask Mr. Adcock to answer that specific question.

**Mr. Adcock** (Department of Highways): There are two districts that we use contracts for quite extensively—Hamilton and Toronto are the heavily trafficked areas. In a small amount of our Port Hope district we use contract work. On all the other districts, it is all done by our own forces with our own equipment. In the areas where we use contractors for winter sanding and salting there is a stand-by pay for the vehicles when they are not operating. When they are operating of course—

**Mr. Young:** And what proportion would that stand-by amount to?

**Mr. Adcock:** Off hand, I cannot recall the stand-by. They do not bid the stand-by. We tell them what the stand-by is. I do not recall the exact figure. It is so much a working day, but I cannot recall exactly what it is.

**Mr. W. E. Johnston:** Mr. Chairman, the department will recall a few years ago when the Ottawa Queensway was opened that there were a number of head-on accidents and as a result, I think, the six-lane portion of the highway was fenced as a guard against head-on collisions. Has the Minister given any thought to extending that fence, perhaps out to Acres Road. Just a few weeks ago there was another head-on collision which resulted in a fatality. The feeling is that this fence now should be extended at least to Acres Road. You will know that there has been an extension opened recently at Moody Drive and I notice that in the area from Acres Road to Moody Drive there was plenty of width so one could spread out.

In this case then, of course, there was no necessity for a fence. In the city we do not have the width and it is very difficult indeed to get the property in the first instance and so I would suggest to the Minister that perhaps his people should have a look at this, having in mind extending westerly the median pass as far as Acres Road.

**Hon. Mr. Gomme:** We have had correspondence about that. We have looked into it, but the policy has been, according to the standards as recognized, we put this fence up where the median is 30 feet or less in width—but not over that.

**Mr. W. E. Johnston:** Would it not be true that it would be less than 30 feet out that far?



**Hon. Mr. Gomme:** I cannot recall just the exact distance. I am now advised that it is 40 feet, but you and I will measure that some day when we are going to Ottawa.

**Mr. W. E. Johnston:** All right.

**Mr. L. Bernier (Kenora):** Mr. Chairman, I have a number of points I want to discuss. But this might not be the right vote. With regard to the re-routing of the Trans-Canada Highway through—

**Hon. Mr. Gomme:** That is construction, I would say.

**Mr. Bernier:** Construction? That is 903 then—

**Hon. Mr. Gomme:** Yes.

**Mr. Bernier:** Another item I would like to dwell on, and I will go back to that one on that particular vote, is the department's policy with regard to litter collection along our highways. I have made a number of appeals to the Legislature about the tremendous job that The Department of Highways is doing in the province of Manitoba. It is a very effective programme of highway litter control.

**Mr. Martel:** The new NDP government had a lot to do with this.

**Mr. Bernier:** Well, they have probably taken all the credit for it now but it went over very well. I am referring to the large white spherical fibreglass containers that are placed along the main highways in Manitoba. They are called the "Orbit Litter Containers." They refer to them as Orbit Containers. Beside these orbit containers are stands where tourists or motorists can drive along and pick up garbage bags. They are very attractive and create a considerable amount of discussion and conversation among the motorists. Coming from Manitoba, these containers are placed along the highways. Immediately you cross the border, you see warning signs that in this province there is a heavy fine for littering on highways. You might go some considerable distance and you will see a 45-gallon barrel.

**Hon. Mr. Gomme:** I wonder if the hon. member would tell me how many of these fines have been imposed?

**Mr. Bernier:** I do not know, sir. What I am trying to do is compare the effort of that particular department with our government here. This matter was thoroughly discussed at the recent recreational land use conference we had in Kenora. We realized that Lands and

Forests has a very effective garbage collection campaign going, and the Ontario Provincial Police do their effort. The Ontario Water Resources Commission do their effort of course, and then we have The Department of Highways. It was suggested at that particular meeting we could consolidate all those efforts into one and really do a job. I think that if the department studies the efforts of Manitoba and their particular system—

**An hon. member:** You could be Minister of Litter.

**Mr. Bernier:** Yes, I would be glad to do that. We have a very beautiful part of the province, and we want to keep it that way. I do not know how the people in southern Ontario feel—

**Hon. Mr. Gomme:** Our system, of course, has been that we have the garbage cans at all the little parkettes. We are not convinced that pulling over to the side of the road—stopping—starting—the way those trash barrels you refer to are set up—is a good thing for the motoring public. Anyone travelling in Ontario knows that we have those in the small roadside parks where they can drive off the road. Believe me, we collect an awful lot of garbage there. I know people who even bring it from their cottage and dump it there.

**Mr. Bernier:** I think it is a real educational programme that Manitoba is doing. The children are aware of this.

**Hon. Mr. Gomme:** Well, we have quite a programme of education too, and we have a good movie also. It is on TV, radio and it is carried out all across the province and we think it is paying off but we can certainly consider your suggestions.

**Mr. Innes:** Mr. Chairman, I will pass one of these bags up to the Minister so that he can check it out. I think there are bigger bags too.

**Mr. Martel:** I said yesterday some of the juggling almost boggles the mind when you try to make comparisons between last year's estimates and this year's. Certainly maintenance is no different.

There is approximately \$20 million difference in this year's estimates as opposed to last year's and when you try to make comparisons between the two, to determine where the difference really lies, how much it is increasing certain things—it almost boggles the mind in attempting to do so. When one looks at office support, for example: This year it is



\$7,911,000 and when one looks at last year's it is \$11 million, I think, but I am not sure.

**Hon. Mr. Gomme:** Are you talking about the increase being—

**Mr. Martel:** Right. The increase over last year, this year, is \$20 million roughly.

**Hon. Mr. Gomme:** Well, I have it about \$13 million.

**Mr. Martel:** But if you look in the two sets of estimates, Mr. Minister, one is \$134 million and the other is \$114 million. Last year in this particular estimate —

**Hon. Mr. Gomme:** Well, if you take a breakdown of—

**Mr. Martel:** This is the point I am trying to make, Mr. Minister—the breakdown. It appears there is \$20 million more.

**Hon. Mr. Gomme:** Last year the amount was \$121 million, this year it is \$134 million.

**Mr. Martel:** But not in the book of estimates, Mr. Minister.

**Hon. Mr. Gomme:** No, but I mean in comparing the items.

**Mr. Martel:** Right. What really did we have to work from? The items might be \$121 million and \$134 million but the two sets of figures we have to work with are \$114 million and \$134 million. It is extremely difficult to try and work from this year's and last year's estimates. In one item, it looks as though, for example, that head office is \$7,911,000. Now where is that item last year? I do not see it. I see district office administration. Head office support—what is it doing in maintenance? Where was it last year? We would like to compare last year and this year.

**Hon. Mr. Gomme:** Mr. Chairman, I would like to give the hon. member and also the critic for the Liberal Party a little scale that I am using—a comparison of this year with last year, item by item and this might help both of them.

**Mr. Martel:** I think you can see what I have been driving at since yesterday, as we try to work with these estimates. It is virtually impossible to do an effective job of criticizing and to know what you are talking about, or being critical. It is extremely difficult.

**Mr. Chairman:** Mr. Martel, I was wondering, you are down to administration.

**Mr. Martel:** No, no, Mr. Chairman, I think we have been hitting out just about everywhere this morning.

**Mr. Chairman:** No, we have been in winter maintenance and general. We could not separate them because they are interlocking.

**Mr. Martel:** Right. I am just talking about the overall expenditure at the present time. As they lead off into the various items I want to discuss the winter maintenance and so on. But I am just trying to find out why it is so difficult. . . . You really cannot make sense out of these figures, Mr. Chairman. Based on last year's there is nothing to compare.

How do you account for \$20 million? I tried to break this item down to determine where the \$20 million lay. In other words, how much more was going to accrue to the various municipalities? How much added revenue would there be for them to work with? It was impossible to do so. Hopefully, we will arrive next year at a pattern that will be consistent and not have to work, as I said yesterday, from this year's estimates, last year's estimates and the year before under the public accounts. There is no similarity. In fact, any similarity is just purely coincidental.

**Mr. Chairman:** No, I think the hon. member can take the items from last year and compare them with the items from this year.

**Mr. Martel:** Where is head office, for example?

**Hon. Mr. Gomme:** Under this particular vote that you are talking about, head office support was in 903 last year and it has moved into 902, but I think the breakdown is all there.

**Mr. Martel:** But it is not really. You say it is in 903. I see 903—operations head office administration. Should that not come under departmental administration?

**Hon. Mr. Gomme:** It is the same thing as last year only it is called head office support group this year.

**Mr. Martel:** What is it doing under maintenance? Why would it not come under departmental administration? What is it doing stuck in—

**Hon. Mr. Gomme:** It is a maintenance head office operation. Now I can give you a breakdown of what it is.

**Mr. Martel:** How do we as critics of this department know this? How are we supposed to work with this sort of juggling? As I said last night, Mr. Minister, different systems next year to these I will gladly accept, it will keep me on the straight and narrow.

**Hon. Mr. Gomme:** I will try and do that.

**Mr. Martel:** I want to get into snow removal. I come from a part of the province where we have a little of this.

In the last two winters I have found two areas of the province where the snow removal, on these two portions of highway leaves a great deal to be desired. I am talking about that section of Highway 400, from the point you leave and go to two lanes to at least Coldwater. That section in there has to be some of the most poorly kept highway. It is never bare. There is ice and snow on there constantly. I travel it every weekend and yet you get beyond this point and it is not bad. But in there it is terrible. There is no excuse for it because—

**Hon. Mr. Gomme:** There is a reason. I am not saying an excuse. It is the worse snow belt we have.

**Mr. Martel:** But the snow belt extends almost to Parry Sound, and from Coldwater on conditions are not too bad. That is a distance of about 26 miles. From the end of November until the end of March it is just out of this world. The only other place that compares to it is Trans-Canada Highway from the Soo almost to the Lakehead.

If that is our No. 1 highway, it too leaves a good deal to be desired. If you travel from Sudbury to the Soo it is kept pretty well clear of snow and ice. I have been on that section in the last two winters, on two occasions, and it is just terrible. For that to be our Trans-Canada Highway and left in that condition in winter—it is inexcusable, I think.

**Mr. Bernier:** Let me interrupt for one minute. I agree, sir. The Northern Ontario Mayors and Reeves Association, I believe, presented you with a resolution, complimenting your department on the snow removal in my particular area. I believe this was just last year.

**Mr. Martel:** Well, I never got that far from the boondocks, Mr. Bernier. I am talking about the section from the Soo to the Lakehead. It is terrible. There is four or five inches of ice and snow on there. I have

been up there in the last two years in January, and on both occasions it was just terrible. There is just no place in that whole stretch where you are down to the pavement, just nowhere. That is our Trans-Canada Highway. It seems to me that this area is going to have to have a good deal more consideration.

I do not know if the Minister wants to comment on that section of the highway at this point, but I have a little more to discuss.

**Hon. Mr. Gomme:** All I can say to the hon. member is that we use the same standards of maintenance there as we do anywhere else.

**Mr. Martel:** Well then, probably we should increase the efficiency or provide a higher standard in there, because it is our Trans-Canada Highway. It is a long area. There are very few garages on it. Very few places you can get help right along that whole 400 miles of road. It leaves a good deal to be desired.

I want to deal with a few specifics, now, Mr. Minister, in my own riding. I have tried to stay away from my own riding since yesterday. Number 537, I believe it is, from Highway 17 east at Wanapitae through Highway 69 south through Wanup. Who is responsible for that? That is a department highway, is it not? A secondary highway?

**Hon. Mr. Gomme:** Would you give me that number and the direction?

**Mr. Martel:** I think it is number 537. It is from Highway 17 at Wanapitae, across to Highway 69 south, coming out south of Sudbury, maybe 15 or 20 miles. I think that number is 537.

**Hon. Mr. Gomme:** Yes.

**Mr. Martel:** Mr. Minister, that is one of the very poorly kept highways. The maintenance on that section of road is very poor. I have been in to see the Finnish community on a good number of occasions, and whether it is summer, winter, spring or fall, the cry I get every time I get in there is that this Wanup road is terrible. There are about 11 miles of it, and it is full of pot-holes and ruts—you name it. I am lead to believe, as I am with Algonquin Road, that there is a certain amount of pressure being exerted and that this was taken over as a local roads board improvement. If you leave the road bad enough, the citizens will get cheesed off in the long run, and eventually set up—

Hon. Mr. Gomme: You have got the wrong impression—

Mr. Martel: I do not get the wrong impression on the state of the road. I have been in there on too many occasions. It is just terrible. There are ruts in that road, that if you go in you are right down to the axle.

Mr. Haggerty: What time of the year? Spring?

Mr. Martel: Any time of the year. Maybe you should come in there some day with me, Mr. Minister. Some of my Finnish friends would love to talk to you about the highway in there. I realize it is very spread out. It has its problems. The population in that area is not that large. Nonetheless, it is where many of them make their homes. They have to get out to work. The children have to get out to school, and there is a constant complaint to me about the condition of that road. As I say, it leaves a great deal to be desired. I would hope that it would be brought up, through maintenance work, to a considerably higher degree of usability, if I can employ that word, for the sake of the people in that area.

The other road I want to talk about, and again I get the same response from the local roads board people, is the Algonquin Road. Is it true or not that the department would like the people in those two subdivisions, to take over Algonquin Road? This is just off in the Broder-Dill area. It has been an irritant, apparently, for a number of years, because it is not really a highway in the sense that it leads anywhere. I am told that the department would love to get rid of it. The local roads board will take it over, Mr. Minister, from you, with one proviso, though: That it is up to standard before they take it over. This is the road about which I have written to you. There was supposed to be a project done of it this past summer. As late as when the House opened up, this still had not been done. Has that work been done?

Hon. Mr. Gomme: Could you give us a better description of the road? We do not just seem to be able to—

Mr. Martel: Well, it is Broder-Dill township.

Hon. Mr. Gomme: Is it a local road?

Mr. Martel: No, it is one of yours, I understand—

Hon. Mr. Gomme: Is it a highway?

Mr. Martel: It is a highway. It runs through Broder township, leaving Sudbury to the right—do you know where Welland Park High School is?

Mr. Haggerty: Maybe if it is that bad they do not want to commit themselves.

Mr. Martel: They do not want it. No, this is what I am afraid of. Just south of Sudbury. In fact, regional government might resolve your problem for the people of the area. It is called Algonquin Road.

Hon. Mr. Gomme: That would be a local name?

Mr. Martel: Right.

Hon. Mr. Gomme: No, but I mean, you cannot give us the highway number?

Mr. Martel: I do not think there is a highway number.

Hon. Mr. Gomme: Well then, I do not think it is ours.

Mr. Martel: It comes under your jurisdiction, this is the argument. All of the roads leading off that into the various subdivisions in there—there are two or three—are looked after by the local roads board. However, that section of highway belongs to the department.

Hon. Mr. Gomme: We do not know of that road. We will have to look into it.

Mr. Martel: There was going to be a project done on it this summer, Mr. Minister.

Hon. Mr. Gomme: It is not Number 543, is it?

Mr. Martel: I do not think you would find it on a map.

Hon. Mr. Gomme: Well then, it is not one of ours.

Mr. Martel: Oh yes, it is one of yours.

Hon. Mr. Gomme: It cannot be.

Mr. Martel: That one section, it runs—

Hon. Mr. Gomme: We would not put all our roads on the map? Do you mean to say that?

Mr. Martel: You would be wise not to put that one on the map.

Hon. Mr. Gomme: Well, I really do not—

Mr. Martel: It is a small section about two miles long.



**Hon. Mr. Gomme:** I do not think I can help you with any of the advice here. If you will give me a note on that, I will particularly look into it and see.

**Mr. Martel:** But you gave a work order on it this summer. It was supposed to be done, some blasting to take some of the rocks—

**Hon. Mr. Gomme:** Well, maybe for a specific purpose on another road, not ours.

**Mr. Martel:** It is yours. The local roads board maintain it is not theirs. But the impression we get up there, Mr. Minister, is that Highways does not want this. They would like local roads board to take it over. If it is left long enough, maybe they will. They will take it over from you.

**Hon. Mr. Gomme:** We would not think of doing a thing like that.

**Mr. Martel:** They will take it over, Mr. Minister, providing that when they do take it over, it is up to standard. It is much below standard at the present time. This board has been writing to The Department of Highways now—well, in the two years that I have been there, I must have written a dozen letters alone on this section of road.

**An hon. member:** Let us find out what road it is.

**Mr. Martel:** I have written to the Minister.

**Hon. Mr. Gomme:** Well, maybe the letters have not arrived yet.

**Mr. Martel:** Well, they are not coming by dog-sled. But certainly someone has to take that over.

**Hon. Mr. Gomme:** Well, will you write me one more?

**Mr. Martel:** One more. Right. I will write one more. One final point. I do not know whether it comes under maintenance, it probably does not. In fact, it actually belong to Lands and Forests, and it has nothing to do with Highways. You know what I am going to talk about, Mr. Chairman.

**Hon. Mr. Gomme:** No, but you have told us it does not come under this, so—

**Mr. Martel:** Well, no, but you have the equipment so that it should come under Highways. As you know, the government has allowed \$500,000 last year for dump sites in unorganized areas which is a great problem. Lands and Forests, as I understand it, has

to rent the equipment from you in order to cover, or improve these dump sites. In other words, they rent it from Highways, as I understand it. There is one in Astair now, and one in Albin, and one in Albon and one in Wanipatie. You people have the property slip for that. I just question why it is Lands and Forests at all? They have to, as I understand it, rent the equipment from you. They do not have the proper equipment, and then fill in the dump with the type of equipment you have, trucks and so on. It just seemed to me natural that Highways should do it. They have the type of equipment, and it would cut down bookwork, rental and taking money out of this pocket and putting it in that pocket, the whole bit. I am just wondering whether you would like that little task, Mr. Minister.

**Hon. Mr. Gomme:** I would.

**Mr. Martel:** That is what I was afraid of.

**Mr. J. Renwick:** Mr. Chairman, I want to go back to the point I was on a few minutes ago about the lack of information available to us, and therefore available to the public about the way in which the Highways Department presents its information. I relate specifically to maintenance and I am going to sketch in summary form how I think the breakdown should be shown, otherwise we are faced with an impossible task. We would have to start to list and ask a large number of specific questions about the work of the department. It is not encroaching on the work of public accounts.

The public accounts can only deal with The Department of Highways once every four years. Even then it is a matter of only historic information. But our only way to deal with The Department of Highways for its current estimates is to have adequate information in the latest system of public accounts because that begins to provide us with the kind of information that will permit us knowledgeably to question the department about its current plans. There is a certain pattern of repetition in what is done by the department.

I am going to suggest that for future presentation either that the estimates and the public accounts be specifically related. That is the first thing. The second thing is that in your presentation in the public accounts, you have got to divide first of all, road maintenance from road construction. Having divided the road maintenance from the road construction, I think you have then got to divide main-

tenance into repaving present roads and general maintenance. Once you have made those divisions then you have got to have a division which says maintenance by contract. That is where the department lets a contract, and heading maintenance by department and if you make that clear you can then go on to intelligently deal with maintenance by contract and maintenance by department.

I would suggest that in your maintenance by contract the information which would have to be available for each contract would be the contract by number, which of course allows a cross reference to what the work was that was carried on under that contract. Then you have got to state in columnar form the number of bids, the names of the bidders, the spread, the accepted bid, the final costs and the question of liquidated damages, if any, under that particular contract.

As a companion to that particular form of presentation you would have to list each of the contractors in tabular form, not in paragraph form, the way this information is presented at the present time, with the adequate cross references to the various contracts which are referred to in the previous breakdown that I have just spoken about. Then similarly, when you go on to deal with maintenance by department, you can do it by each job that takes place with a breakdown of the cost of materials, cost of rental of equipment, the labour costs, again with the same kinds of headings, the number of bids, the names of the bidders, the spread, the accepted bid and the final cost particularly for matters such as cost of materials and the rental costs of equipment.

Then a person looking at that kind of breakdown—sketchy as I have indicated, but at least giving the basic framework by which your presentation can take place—could intelligently come the following year to the estimates and relate it to the latest information on actual breakdown of expenditures made. He could intelligently then begin to ask questions about the matter which is of major concern to us in the maintenance field and that is, what insurance is there that we are getting proper value for the money spent. I think that that brief outline would assist a great deal in an intelligent understanding of the department. Otherwise, we are faced with the problem that, not only is it not an informative presentation as it is presently made, but one gets the impression that it is designed that way in order to prohibit anyone to analyze intelligently what is taking place in the department.

**Hon. Mr. Gomme:** I can assure the hon. member that it is not done with that in mind at all. But I can visualize the number of volumes that it would take to do all this.

**Mr. Renwick:** You would be spending a tremendous amount of money.

**Hon. Mr. Gomme:** I would say there are over 6,000 bidders for instance. Now you can imagine what it would take to list all those and all the ideas that you put forth. This, of course, as I said yesterday is done under direction of the Provincial Auditor and the only thing I can do is take your statement from *Hansard* as recorded and send it to him as your recommendation.

**Mr. Renwick:** Mr. Chairman, I do not want to leave it on the basis that it is just up to the Provincial Auditor. What we want is a relationship between the estimates as presented by your department and other information which is available. It means a little bit more than just sending it to the Provincial Auditor. We want a desire on your part in co-operation with the Provincial Auditor to present information in an informative way, from the point of view of accounting for the public expenditure of funds and adequate criticism of present plans for expenditure.

**Mr. Martel:** I would just like to comment, that the whole public accounts, Mr. Minister, at the present time are virtually useless to us. The point is that they are virtually useless to us. Yesterday I tried, for example, to talk about contracts. It is impossible to scan contracts to find out even where the locations are. We cannot have, at our disposal, a system to help us to go through these documents and I know that in making up that little chart that I made up yesterday, Mr. Minister, for example, it was just on one company, I made at least four errors.

**Mr. Bernier:** You said yesterday.

**Mr. Martel:** I did not say yesterday. I did not talk about the errors yesterday. I made at least four errors in copying down 12 contracts. Because it is such a hodge podge. It has got to take meaning and I suggest to my colleague in the ones I made yesterday, plus the fact that the Minister, if he wants his material to make sense, must have some say. Do you allow the Provincial Auditor to tell you how you want your estimates or your expenditures in the public accounts to appear, or do you tell him?

You know we had this same problem when I was teaching. The accountant for the school



board did not want teachers' salaries paid over a 12 month basis. They paid the accountant and it was up to them to decide how this was to be paid. The same thing applies here. These are your expenditures, and that I am sure if you insist they would be presented in the way you would like them presented so that the members do not have great research staff, who have to do all this research on their own, can sit down and look at it and get something intelligent out of it and make some intelligent comments in here. I am sure you must have some control over how you are going to present your material. I do not care if it is that many reasons. This government has never been shy of producing material in paper form. I do not see why a six-volume edition of these public accounts would be that much out of the question, or that costly. We can do it for other things. I can think of that little brochure put out by The Department of Education, at a cost of \$1.59 per copy.

**Hon. Mr. Gomme:** We do not put any out like that—

**Mr. Martel:** Right, but I am saying The Department of Education had no hesitancy about putting out 5,000 little booklets at \$1.59 or \$1.69 each, and I understand 2,000 of them are still upstairs a year later. They had no hesitancy there. I am sure the Minister of Education directed that this be done. I am sure if the Minister of Highways wanted it to be put out in a legible manner, being a persistent fellow, he could have it done that way. It would be of great benefit to us and to others as well. There would not be this aura of suspicion that surrounds the—not any thing crooked—but it is just that you cannot get your finger on anything.

**Hon. Mr. Gomme:** You do not believe that—

**Mr. Martel:** I am not saying there is anything crooked. I am just saying you simply cannot put your finger on anything. I do not know if it is designed this way, so that you cannot put your finger on anything—

**Hon. Mr. Gomme:** Oh now, how could you ever say that to us?

**Mr. Martel:** I would just like to get my finger on something—some of the material, so that I could—

**Hon. Mr. Gomme:** I realize that, but there is not any place where you can do that.

**Mr. Martel:** Sure there is. You can say to them, "I want it this way. They are my accounts. I am entitled to have it written the way I want." I am sure that you, as a Minister of the Crown, must have as much say in this as someone that you hire. I think it is time the boss told some of the hired help how some of this should be written down, and if they do not like it, then that is too bad. I am certainly not trying to insult any one of you, but that is too bad. It should be up to you, Mr. Minister.

**Mr. Chairman:** I am sure the hon. member has made his point, and I am sure the Minister will take it under consideration.

**Mr. B. Newman:** Is it true that the government of Manitoba has adopted this system—the new government?

**Hon. Mr. Gomme:** No, but they are looking at it very closely.

**Mr. B. Newman:** Mr. Chairman, I wanted to bring up the point of Suburban Roads Commissions.

**Mr. Chairman:** Would that be under General Maintenance?

**Mr. B. Newman:** Yes. That comes under Municipal Subsidies.

**Mr. Chairman:** Are we down to that? I thought we were going to deal with one and two—General and Winter Maintenance until we cover that.

**Mr. B. Newman:** Then you are going to take page 86. You are working from the top of page 86 are you?

**Mr. Chairman:** We thought one and two were so inter-linked that you have to do them together.

**Mr. B. Newman:** I will cover another topic on that then. That is job opportunities for students. The Department of Lands and Forests is able to provide job opportunities for probably 1,800 students in their Junior Forest Ranger programme, and as this department is one that does hire large staffs of people, would the department not be wise in setting up some type of a summer job opportunity programme so that we could accommodate the large number of students who will be unemployed or who will find difficulty in obtaining employment? We either have to provide them with loans and awards through The Department of University Affairs, for which the loan portion only one third is forgivable, or if we do not provide



them with that then the student has to find some type of job. I think that this department is one that could find some place where they could employ several thousand students maybe for a given two months during the summer period, or some portion of the summer, to assist the students in furthering their education. I do not know if my suggestion is practical, but if it is I would certainly like the department to look at it seriously. If it is practical, let us know to whom one would apply for such job opportunities.

I get a lot of requests from university students back home, but the one time that I did apply—well, the boy was going to receive the job up until 24 hours before he was to report when he was told his job had been phased out. It was a real disappointment to the young lad who expected to earn sufficient funds to pay part of his third year in university to find out at the last minute that his services were not going to be used. I have presented enough to the Minister. He could probably reply to the greater use of students in The Department of Highways.

Hon. Mr. Gomme: We do employ some students. I think it ran about 700 last year. But the bulk, or at least a good many of them, are engineering students, who get practical experience in the field during the summer. The idea was that some of them, in coming to work for us, would eventually want to work for us when they graduate. This is the policy we have adopted to date. There is little difference between us, I think, employing thousands of students, and Lands and Forests. Most of our work is on a more dangerous place—on the highway. Their people are more or less in set areas, away from population and so on. They are in camps with one boss over them. They are maybe more easily controlled. But I do understand just what you mean. We have always employed some that we can make use of.

Mr. B. Newman: I can readily appreciate the difficulty in employing students in certain phases of the operations of the department, and I can understand that there may be problems with certain associations, unions or organizations. But there must be some way in this department that we could make use of the abilities of our school-attending youth. For instance, I would think of maybe in the picking up of litter along our highways. I could think of maybe in some type of painting of barriers and so forth. I do not know if what I say is practical or whether you would run into problems, but I can foresee

some of the summer jobs such as I have mentioned could be taken over by students for perhaps a two-month period of time. It could be just to give them enough to have a start for the next year returning to school. It is getting more and more expensive for the youngsters to go to school. We certainly have to either find some type of employment. The government should be setting an example so that employers in private enterprise could follow through. We have got to help them or we will be in serious trouble.

Hon. Mr. Gomme: We are working along with the Civil Service Commission, and all government departments in this area. But I must point out the two or three places you have spoken of where we could use them. We are using our regular maintenance men who work in the summer and in the winter. They are ploughing and sanding and so forth all winter, and they are doing this other type of maintenance work in the summer. We would almost be at the point where would have to lay them off to take students on.

Mr. B. Newman: Under no circumstances would we want—

Hon. Mr. Gomme: No, but this is about the way our operation works. There is not that much extra over and above the number of students we do take on. We take all we can, all we can use. I agree with your principle.

Mr. B. Newman: The Minister knows better than I concerning where these students could be put to work in the department. But if there is some way you can make a greater use of students, it is good to use the students that are in the engineering course. I think this is an excellent approach that the department uses. But there are still hundreds of thousands of our students who cannot get summer employment. Each year it gets harder to get employment. I am simply looking for some place throughout government estimates where we could possibly employ 10,000 to 50,000 students. It might be in some type of camp situation. But we are going to have to find employment for a larger and larger number of students as the years progress.

The other item that I wanted to bring up, Mr. Chairman, was in the discussion of the estimates. If we come back into a committee in the future, like this, I would suggest maybe that we have a map on the wall, so that when we are discussing a specific route that someone could point to the area and all of us

would be familiar with the location under discussion.

**Hon. Mr. Gomme:** That is a good idea and we will have one up on Monday, unless you are going to pass everything before then.

Interjections by hon. members.

**An hon. member:** The Minister is more than accommodating if he is going to do it that way.

**Mr. B. Newman:** Very good. The other is Highway 98. It was all of a sudden given back to the county to take over, after having been a provincially-maintained road. Now, Mr. Chairman, that was kind of rough, all of a sudden to turn over this large stretch of highway to the County Roads Commission to take care of and especially—

**Hon. Mr. Gomme:** Mr. Chairman, I might say that this was all fairly discussed yesterday by one of your colleagues.

**Mr. B. Newman:** All right, if it has been discussed then I will—

**Mr. J. Root (Wellington-Dufferin):** Mr. Chairman, there has been discussion about lack of maintenance and I just want to say that I have driven most of the highways in the area and in recent years, as time goes on, my wife and I have travelled from one end of the country to the other.

**Hon. Mr. Gomme:** Would you tell the committee where you found your wife, sir?

**Mr. Root:** I found my wife in the great town of Alma.

Interjections by hon. members.

**Mr. Root:** No, I have a great regard for the people of the Ottawa Valley as I have lived with one since 1932. But on our 30th wedding anniversary we drove to the west coast and two years later we drove to the east coast and I will say the maintenance on the Ontario highways takes no back seat to any part of this country and I have driven the highways in all parts of the province.

Interjections by hon. members.

**Mr. Root:** I listened to the hon. member for Sudbury East talking about the snow on the highways up north. At the Easter break last year, some of my more affluent friends went south but I travelled north. In three days I covered all of that road—Iroquois Falls, Hearst, round by Lake Nipigon, back

down to the Soo. I never saw any ice on the highways anywhere. I thought the maintenance was good.

**An hon. member:** This was in the summer?

**Mr. Root:** No, last winter. The year before I drove from Winnipeg to Red Lake and I do know how you get the highways up there maintained in the winter.

Interjections by hon. members.

**Hon. Mr. Gomme:** I have never heard it before. I like it.

**An hon. member:** Act 1, scene 2.

**Mr. Root:** On that same trip I could not fly to the head of the lake and I drove right down that new highway to Fort William. It is a beautiful road.

Now, Mr. Chairman, I will give you the other side of the story—

**Hon. Mr. Gomme:** Why do you not stop while you are ahead?

**Mr. Root:** Driving to Canada from one side to the other the one thing that impressed me, and I suggested this to the former Minister of Highways, Mr. Chairman, was the problem that the hon. member for Kenora mentioned. I had bananas in the car and I did not want to carry the skins. I really think this is something you can look at. I know you had your garbage cans at roadside parks marked, but you can pass before you see them. I really think on our programme of pollution control that is something you might take a look at.

Another thing that I am interested in is maintenance. I wanted to know how many miles of highway per capita you maintain, say, north of what another hon. member calls the divide. I do not think there is any divide in this territory. How many miles of highway do you maintain south of the French River per capita because if you have not enough south of the French River, there is a highway in my riding, or a road that should be a highway, that I would like to see you maintain. Now have you any figures on how many? I think I would like to see that in the records because I want to be fair to all parts of the province and particularly to my own riding.

Interjection by an hon. member.

**Mr. Root:** No, I am all for the north. I have been too shocked in the north. Thank



you for the road from the Soo to Nipigon. I was at the opening from Fort William down to Atikokan and Fort Frances. I thanked them for the road to Red Lake. Now I would like a little bit of road for my own riding.

How many miles are you maintaining in the north as against the south—on a per capita basis?

**Hon. Mr. Gomme:** In reply to the hon. member, I might say we do not have that broken down. We have never made a precise dividing line between southern and northern Ontario.

Interjection by an hon. member.

**Mr. Martel:** To the hon. member for Wellington-Dufferin, Mr. Chairman, I have seen about two specific areas that I have found when he might not have seen the snow. But I have been on it the last two years a great deal and I am saying that Highway 17 from the Soo to the Lakehead in winter is just terrible. There is ice and snow and you just do not find any clear pavement in January, February and March. I think it has to be kept in much better shape than this because we have to use different criteria for the north in road maintenance as opposed to the south because of the great distance. I do not think you just work on a per capita basis. I think you have to take other circumstances into consideration, so different criteria must be used and one of them being distance, of course, even between garages and so on. If you just try to relegate it to per capita it is very irresponsible because these are not the only factors.

There is temperature—you do not have 30 below zero temperatures. I do not know if you would like to walk six or seven miles along Highway 17 some day when you are stuck up there as I was last year, when we slid off the highway and into the bush. My hon. friend thought I was invading his riding. Really I was not. I was just passing through. But I think there should be different criteria to keep the standard up. I think the hon. member for Renfrew North (Mr. M. Hamilton) agrees with me. He probably has some of these problems as well.

Interjections by hon. members.

**Mr. Martel:** One other thing before I sit down. Mr. Minister, would you have your

department send me a box of material on road maintenance so that I can get into it next year?

**Mr. Haggerty:** I just want to bring up one small matter. Perhaps it is not important to the committee but it is to my area, particularly in Port Colborne. I think the Deputy Minister (Mr. McNab) is well aware of what I am going to discuss and this is a sign to be located on the provincial highway directing people to the city of Port Colborne.

You will find it no place in the Niagara Peninsula. Off the overpass at Burlington at the circle there I find a sign that gives direction to the city of Welland but I see nothing there to direct people to the city of Port Colborne and Port Colborne is an important city in the Niagara Peninsula. It has the Steel Company of Canada there, Algoma Steel, the International Nickel Company, and two of the world's largest flour mills. Yet, people will often ask, "How do you get to Port Colborne?" You can travel the QE to St. Catharines and there are no directions whatsoever. Of course Highway 406 does not connect to the QE at St. Catharines, it runs right down. No one understands that type of planning. Again I was rather disappointed in the letter I received from the Deputy Minister. I think in one of my letters I wrote to him and I said that in the time I spend writing you a letter, and the Minister writes, the city of Port Colborne writes, the engineer writes, and for \$15 the sign could have been put up there and that would have been the end of the problem. A measly \$15 or \$20 to put up a sign to say Port Colborne and Highway 20 and so forth. It is just ridiculous that they cannot have a sign saying, "Port Colborne is located at the end of the Welland Canal on Lake Erie."

**Hon. Mr. Gomme:** Well, I am sure the hon. member does not want to leave the impression that it was for the sake of \$15 that the sign did not go up. I mean, that just is not so at all. Mr. Bidel, have you anything particular on that Port Colborne sign?

**Mr. Bidel** (Department of Highways): I do not, sir.

**Hon. Mr. Gomme:** We will look into that.

**Mr. Haggerty:** In one of the letters I received from the department, it was said that Port Colborne is not on a highway. It is on Highway 3. Of course it is not on the Queen Elizabeth Way.



**Hon. Mr. Gomme:** But is this not the sign that the hon. member talked about to go through a county road to get to it, or something?

Interjections by hon. members.

**Mr. Haggerty:** —to either put it on a development road there on Highway 20 or some place. There is nothing that gives a direction. But one of the amazing things is, in the city of Port Colborne, on Highway 3, they have a new signpost out there, and it says "St. Thomas". And yet, when you travel from Fort Erie to Windsor, that is the designated place—Windsor or Detroit. But here they have "St. Thomas." So all the arguments or letters that the Minister has written to me, they just do not hold water. I suggest that every consideration be given to a sign with directions to the city of Port Colborne, and I think it is most important.

**Mr. Chairman:** I had Mr. Worton to speak next, but I guess he has left.

**Mr. B. Newman:** Mr. Chairman, if I may ask of the Minister, now that snow tires are studded, has this had any marked effect on maintenance at all, and has deterioration of roads been more so now than ever before?

**Hon. Mr. Gomme:** Well, we are making a study of that. They haven't been used that long, but our results so far show that it does make a difference.

**Mr. B. Newman:** Is it going to be substantial as far as maintenance is concerned, by all indications right now?

**Hon. Mr. Gomme:** Well, I can't answer that to the point that the hon. member is talking about. The indications show that it is making quite a difference.

**Mr. Spence:** Mr. Chairman, is it under this vote that we can talk with regard to signs? I would like to say that Highway 401, since it has been completed and opened, has served the tourists and the people of the province well. But we find it's creating a hardship for many other provincial highways in the province. Of course, Windsor is one of the largest entry points for tourists coming into the province of Ontario, and the majority, or a large percentage, or most of the tourists, are using Highway 401. But Highway 401 has a tendency to rush the tourists through the province of Ontario in general, in my way of thinking, a layman's way of thinking, and Highways 2 and 3, which are fairly good highways — fine scenic routes — are not being

used by the tourists who are using Highway 401.

Along these other fine highways, 2 and 3, millions of dollars have been invested in motels and restaurants and gas stations, and those who have built these tourist motels and restaurants and gas stations are finding a hardship to exist. I was wondering—and I know Mr. Chairman, this exists maybe all the way across Ontario—if maybe anything could be done with regard to erecting a sign at the city of Windsor or the port of entry of our tourists, to entice, as it were, the tourists to use some of the scenic highway routes, and assist those people who have invested millions of dollars in motels and restaurants and gas stations, and maybe leave a lot more tourist dollars in the province of Ontario.

I don't know myself what signs are erected at Windsor to entice or to encourage tourists to use other scenic routes, such as other provincial highways, of which I mentioned two or three. I wonder if the Minister could give us any idea if anything could be done, or his officials or experts could arrange something or give some thought or study, that we could encourage tourists to use other provincial highways and assist those who have invested millions of dollars. It would assist and benefit, I would think, the province of Ontario.

**Hon. Mr. Gomme:** Well, we recognize this as a great problem, and the one thing the hon. member has to remember is that at all these points of entry there is a tourist information bureau, and the people there are well trained in the matter, and these are the ones that sell tourists on this idea of the other routes. Then, of course, we have our highway maps which we give out, and the recreation maps which are given out, and they show these other routes and the opportunities of travel. But we realize what the hon. member is referring to quite well.

**Mr. Spence:** I wonder, Mr. Minister, if your officials or your experts would give study to this to see if something could be done. I know that what the Minister has told me is correct. But it's not getting results for these other provincial highways, which are good highways, and very scenic routes. I know this exists all over the province and I know it's a hardship to those who have so much invested. It has been brought to my attention many, many times to see if the Minister's officials could make a study or see if they could come up with some solution to assist those with the number of millions invested.

**Hon. Mr. Gomme:** Well, we will do that. One thing in which we are very interested is in seeing that all highways are used. The distribution of traffic on each one is enough to look after. But on the other hand you refer to Highway 2. I suppose when that one got jammed to the point where it was almost useless, well, of course, we had to build Highway 401.

**Mr. Spence:** Well, actually, I'm not critical.

**Hon. Mr. Gomme:** I don't know just how you handle it. But we will look into it, and see what can be done.

**Mr. Spence:** It's a big undertaking.

**Mr. Young:** Mr. Chairman, there has been a lot of dissatisfaction expressed here in the House and other places about the maintenance of roads on Indian reservations. I am not sure in my own mind what the policy of the department is in respect to these roads and just how they are maintained. Is it through provincial grants, or are some of them provincial highways? I would like some enlightenment on this. How are these roads maintained? What is the reason for the dissatisfaction on the part of Indian bands for the way in which the roads are maintained at the present time?

**Hon. Mr. Gomme:** Well, they are treated the same as the municipality and subsidized by us.

**Mr. Young:** Well, Mr. Chairman, this means then that they get the 50 per cent for construction or maintenance?

**Hon. Mr. Gomme:** Oh, it depends. It isn't always 50 per cent. In some places it could be more.

**Mr. Young:** But when it comes to construction, they get the 50, do they, plus the 80 and this sort of thing?

**Hon. Mr. Gomme:** No, they could get the amount of subsidy that would apply to either construction or maintenance.

**Mr. Young:** I see.

**Hon. Mr. Gomme:** So that this varies with municipalities as to their ability and it's the same with the Indian reservations.

**Mr. Young:** So that the Indian band itself is responsible for the administration of the subsidy. And if, in fact, the roads are in poorer shape than the surrounding area, you say it is their own fault in that case, because it's their job to administer the funds?

**Hon. Mr. Gomme:** Well, this is probably right, but I think it goes a little further than that. Their share could come from the federal Department of Indian Affairs. It doesn't necessarily have to come from the population on the reserve.

**Mr. Young:** So that their own share may be inadequate to do the job?

**Hon. Mr. Gomme:** No. What I am saying is that their own share could be nothing if The Department of Indian Affairs paid the share for the reservation, and we subsidized it.

**Mr. Young:** Oh, I see. Then your subsidy is based on the generosity of the federal government.

**Hon. Mr. Gomme:** No, no, no, no, no!

**Mr. Young:** You make the subsidy on the formula which is used within the—

**Hon. Mr. Gomme:** Let's use specifics. Supposing they want to do \$10,000 worth of work and it's 60 per cent subsidy on that. We approve this. It is \$6,000. We don't care where the other \$4,000 comes from. This could come from The Department of Indian Affairs in Ottawa.

**Mr. Young:** Well then, if it doesn't come, they have to make do with this amount.

**Mr. Martel:** I had occasion last year to go into an Indian reserve with the federal member for Timiskaming, Mr. Peters, the reservation just north of Gogama and the roads there are so bad that in winter, and this is 15 miles, frequently the Indians have to carry their food in on their back. The Department of Lands and Forests have difficulty in getting a truck through during the spring, it is that bad. These people have had to pack-sack food 15 miles, Mr. Minister, into their reserve. Possibly you could have someone have a look at that road. It is just terrible, and as I say in the spring these people sometimes are running out of food, simply because trucks and cars cannot get in. I know the Indians told us that on occasion they have to pack-sack their food for 15 miles. I was wondering if you could have that one looked at.

**Hon. Mr. Gomme:** Well, I would presume we could. Probably the district engineer there knows of it. But they are treated the same as a municipality, with a request for road service and such things as that.

**Mr. Martel:** Well, sometimes these people just don't know where to turn to, Mr. Minister. They are illiterate in many instances.



Hon. Mr. Gomme: Most of them have the advantage of the services of a Indian agent.

Mr. Martel: Right, but—

Hon. Mr. Gomme: He would know this.

Mr. Martel: Yes, well I am just relaying the conditions that I saw last winter, and the complaints that I received from the Indians. You have to agree that many of them are illiterate. Certainly this is nothing new in northern Ontario, where you have the majority of Indians illiterate and they don't know who to turn to. The Indian agent might not get around for a couple of months, and pack-sacking food to their families on this reserve 15 miles is pretty difficult, walking through mud and so on. Hopefully, rather than wait for the Indian agent, you might just lead the pack in the endeavour to make it more tenable for these people.

Mr. Young: Mr. Chairman, it seems to me that this is an area where The Department of Highways should feel some responsibility. These people are citizens of Ontario. Road construction and maintenance is regarded as a function of the province of Ontario plus its own creatures, the municipalities. Certainly there may be a real problem as far as co-operation with the federal department is concerned. The tax situation is different on the Indian reservation than it is in ordinary municipalities and it is one thing to say, "Well, we will give them a grant of so much money on the basis of work to be done," but if that grant is not adequate, then there is a real problem there for these people, and as the hon. member has said they do lack experience and perhaps background education-wise and otherwise.

Is there not some way that this government, this department, can co-operate in a more effective way with the federal department to see that this road problem within the reservation is looked after. I don't pretend to suggest here today, because of my lack of knowledge in this field, what should be done. But I do know there is a desperate need there. I do know these people are Canadian. They are citizens of the province of Ontario and there must be an answer. Now I think, since they are Ontario people, that this department and this government should take a real interest to see if we can't work out some techniques, even if it means more subsidy or more responsibility, some technique by which these roads can be brought up to a far better standard than they are today.

Hon. Mr. Gomme: Well, I think the member is getting probably on to a constitutional matter there, which is being debated between the federal government and the provincial government on these matters. Now we have accepted our responsibility in the same manner as we have with any type of organization, if you want to call it municipality or anything else. But I see what you refer to. I hope you can see that there are a lot more problems than just simply our going in and building roads, because a lot of other things are being debated now.

Mr. Young: Well, perhaps out of that debate will come some real wisdom and some solution.

Hon. Mr. Gomme: Yes, I might refer the hon. member to section 78 of The Highways Improvement Act, part 3. It explains about roads on Indian reserves, if you want to read that over.

Mr. Chairman: Carried?

Some hon. members: Carried.

Mr. B. Gilbertson (Algoma): Mr. Chairman and Mr. Minister, I have a few things that I would like to try and get some information on. Now I know the secondary highways such as 638 that runs from Echo Bay and also 548 which is on St. Joseph Island. I know that the department has plans for these roads and I am wondering if we don't try to build roads that are way beyond our means. As far as a local municipality is concerned, they buy rights-of-way so they will have a right of way of 100 feet in some of these areas, where I really don't think that that is necessary. I feel that we would be better to spend money to improve the roads that we do have, perhaps a little more black top, and we can get more road in better condition than to spend a whole lot of money on widening these secondary highways. It seems like a terribly extravagant way of doing it, when you consider, perhaps the amount of traffic and where they are going.

Have you got a regional director?

Hon. Mr. Gomme: Yes.

Mr. Gilbertson: I think a good thing for him to do is to come to the local municipalities, and I believe they are doing this now. I am sure that we had the regional director come over to our local area and the district engineer, and we went over these roads, and I think that we reconsidered. They had plans to widen some of these present roads, and I



believe with discussing with the local municipalities that they came to an agreement that it would be better not to go ahead with widening these roads, and that rather they should improve the present roads. Because we don't need wider roads, even if we have to cut the speed limit down ten miles an hour, which doesn't suit me very well.

Interjections by hon. members.

**Mr. Gilbertson:** But I think something we should consider—

**Mr. Haggerty:** How many points have you lost?

**Mr. Gilbertson:** —is to try and give us a little more black top. I think of certain areas where you could benefit a whole lot more people by giving them a little more black top rather than widening some particular area of a road to 100 feet or something like that, which I really don't think is necessary.

Now another thing I would like to bring up. The hon. member for Sudbury East mentioned about being up in my riding through Sault Ste. Marie and up to Wawa and he was referring that there wasn't enough maintenance and he was driving on snow-packed roads, which isn't unusual up in northern Ontario.

**Mr. Martel:** Well it wasn't.

**Mr. Gilbertson:** They tell me right now up in Longlac they have 22 inches of snow already.

**Mr. Martel:** That is why they have snowmobiles up there.

**Mr. Gilbertson:** But I must say that I travel about as much as anybody on the highways. I drive between here and Sault Ste. Marie and I don't hardly think that there was once last winter that I didn't drive on clean, dry pavement. Now I realize that there is the odd time when you do get a big snow storm and it takes a while to get the roads cleared off again. But I would say that most of the time we drive on dry roads.

**Mr. Martel:** Oh, come on. You know that it is snow-packed from the signs of the first snowfall. All winter long it is never cleared, and you know it.

Interjections by hon. Members.

**Mr. Gilbertson:** Another thing I would like to bring up while I am on my feet. I don't expect to be here on Monday. Mr. Chairman,

could I mention some things that perhaps would be coming up in this next vote?

Interjections by hon. members.

**Mr. Chairman:** Gentlemen, there are two other members who have asked to say something today. Maybe you could relate your problem to one of your colleagues and he could do the chore for you.

**Mr. Gilbertson:** How long do you expect to be on these estimates?

**Mr. Martel:** Until Tuesday or Wednesday.

**Mr. Chairman:** No one knows.

**Mr. Gilbertson:** Maybe I should bring something else up on Tuesday then.

**Mr. Chairman:** We could be on Construction when you are here on Tuesday.

**Mr. Innes:** You have 30 seconds.

**Mr. Innes:** Thirty seconds? Well, I will try my best. I wish to speak about a road in my particular area. I have not said too much about local consumption. We have a road from Woodstock to London, known as the Governor's Road. We also have Highway 2 running through that particular area. And it so happens, many years ago this road was brought up to standard by the combination of the county and the cement plants there. I believe the province contributed something too. It was a combination. However, this road is used very much at the moment, I would say maybe twice or three times as much as Highway 2, and it is still maintained by the county. In the last three years, we have had a series of accidents, fatalities, and the department has promised that they are going to take this road over some time. I am going to start to make a plea to the department, through you, Mr. Minister, to see if you can't see fit to maintain this road in the coming season. Last year there were five killed, and I don't know how many accidents, but—

**Hon. Mr. Gomme:** May I ask the hon. member, if this is a county road you are talking about?

**Mr. Innes:** It is a county road, yes. But the claim is that most of the accidents and the fatalities have been due primarily to the condition of the road—that it has not been salted at the proper times or it has not been ploughed at the proper times. It is no reflection on the county, but people expect to have

it in the same condition as Highway 2, and this is where the accidents occur. Maybe the Minister, or the Deputy, could comment about this, because I really feel that if you would try to maintain this road in the coming winter season you could save a number of deaths, and certainly a great number of accidents. This road has a little bit of a ripple in it. Possibly with some different signing, or if you could possibly work in conjunction with the county, to give them a little assistance in maintaining it in the same condition as Highway 2. For all intents and purposes, the people who are travelling this road feel that it is a King's Highway, and they go right on it and drive the same as they do on one of your well-maintained roads. I would certainly hope that you would give it every thought.

**Hon. Mr. Gomme:** Just one quick answer, Mr. Chairman. We do assist the county. I guess we are paying 50 per cent subsidy on it. If they want to maintain it to a better standard, I am sure we won't resist. We would still pay the percentage of the subsidy on the better standard they want to keep it at.

**Mr. Innes:** Yes, but pardon me, I do believe that indications are in the study that you do intend to take it over. Is this not right?

**Mr. McNab:** This is correct. But you are taking this road in isolation. The study does include sections of the road that should go back to the county. The study includes other roads. This is one of the roads in the situation we are—

**Mr. Chairman:** Gentlemen, the hour is one. I understand this clock is two minutes fast. Is vote 902 carried?

**Hon. Mr. Gomme:** Oh, no. There are a lot of things. Development roads and—

Interjections by hon. members.

**Mr. Chairman:** Development roads is under Road Construction. This is—

**An hon. member:** It is also under Municipal Assistance.

**Mr. Chairman:** There is only a small amount there for a bit of maintenance and Development roads before we pass them over.

**An hon. member:** Municipal subsidies are there too. I think it is important.

**Mr. Chairman:** Well, Municipal subsidies is under Road Construction too. It is in both places.

Interjections by hon. members.

**Hon. Mr. Gomme:** Both those items are under Road Construction.

**Mr. Innes:** As long as he won't be ruled out of order if he reverts back.

**Hon. Mr. Gomme:** Oh, no. I wouldn't have that happen.

Interjections by hon. members.

**Mr. Chairman:** I move that we adjourn until Monday afternoon at 3:30 p.m.

Motion agreed to.

The committee adjourned at 1:05 p.m.



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## STANDING COMMITTEE ON SUPPLY

### Department of Highways

Chairman: Mr. Paul J. Yakabuski, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Monday, November 24, 1969

Afternoon Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

THE QUEEN'S PRINTER  
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## CONTENTS

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Monday, November 24, 1969

Road Construction	
General expenditure .....	S-587
Recess, 5.45 o'clock .....	S-612

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Highways and Transport Standing Committee

MONDAY, NOVEMBER 24, 1969

### ON THE ESTIMATES— DEPARTMENT OF HIGHWAYS

The committee met at 3.40 p.m. in committee room 1.

**Mr. Chairman:** Gentlemen, we will call this meeting to order and get on with Vote 903, Road Construction. Mr. Johnston.

**Mr. W. E. Johnston (Carleton):** Mr. Chairman, I am interested in what construction we can expect in the year 1970 in the Ottawa area. As I mentioned last week the Queensway was extended and opened to Moodie Drive and much of the work is completed on the further extension to Kanata. But I was interested, Mr. Minister, in the timing as to when we might expect completion of this present project, and when we can expect it to be opened to public traffic. I am also interested in what you have in mind for extending it further. My understanding is that this road is eventually to tie onto Highway 44 in the west and Highways 7 and 15 on the south. Due to the great influx of traffic on 15 and 7, I suggest to you that perhaps a great deal of thought should be given by your people now, in planning and designing of the road, to try and complete it to Highway 44 and also on 15 and 7.

Also I am wondering what is being done with respect to old Highway 16. Now I know there is work going on and a bypass being built. It is eventually to lead from the 401 into the city of Ottawa and again many of us in the Ottawa area are interested in knowing, if we could, just what progress has been made on 16. Also I am very interested to know how the project on the new 417 from Ottawa to Hawkesbury is progressing. I understand there were one or two contracts called this year. I have heard that it has been progressing very favourably. I have heard that we may look forward to further contracts being solved in 1970.

So if you would, Mr. Minister, I would be pleased to have you give us a little light on

what we might expect on further construction of these projects through the year 1970.

**Hon. G. E. Gomme (Minister of Highways):** Well, Mr. Chairman, the hon. member spoke about 417 from Moodie Drive to Kanata side road, and there have been some changes come about in that through negotiations with March townships. This, of course, has delayed it a little bit. But we expect to award that contract late in this fiscal year, so that would complete it to the Kanata road.

Now 17 east of Ottawa. We have one contract which I think is nearly finished. We have another one that we are going to award before the fiscal year is out and then our planning and design are working on the balance of the contracts that follow. You will recall that we announced that this project was to be finished in the seven-year period, and we are still aiming at that target.

Now in regard to 416. At the present time we are doing a contract from around Spencer-ville to make that bypass and we are developing this in corridors so that we can let the people have the use of the new parts as they are built. We are going to let another contract from 401 northerly late this fiscal year and then there will be one let from 43 southerly. It is too late to go this year, but we will go early next year.

So in a speech that I gave down at Kemptville when I talked to them about it, it said that under this year's programme, work is also slated to start on two additional clearing projects—one between Spencer-ville and Kemptville, and the other northerly portion of the Kemptville diversion from Highway 43. By the end of the current fiscal year we will expect to have about 30 miles of the route under construction. This may be delayed a little on account of this one southerly, but we are pressing on with it as fast as we can.

**Mr. W. E. Johnston:** As a matter of clarification on the extension as far as old county road 40 at Kanata. I am aware of March town-

ship coming into the picture and asking for a bypass there, which I think your people are in agreement with. But this, as you said yourself, has delayed the completion of the contract as far as Kanata. My understanding and hope is that, because of this delay, the present project will be completed and tied on to the old road until such time as the bypass is built. This, I think, is very important so that we can get things moving as soon as we can in 1970.

**Hon. Mr. Gomme:** Well, this we hope to do.

**Mr. Chairman:** Mr. Singer.

**Mr. V. M. Singer (Downsview):** Mr. Chairman, I have some remarks with regard to Highway 7 and I think the best way for my putting this matter before the committee would be to read a letter that I have received from Robert C. Williams, who is a doctor of veterinary medicine, who operates an institution called the Bramalea Animal Hospital at R.R. 4 in Brampton. This is what he says in a letter to me dated September 29, 1969.

Bramalea Consolidated Developments own all of the lands on number 7, except those shown on the enclosed map.

I have this map here which is available to—

**Hon. Mr. Gomme:** Where is the location of this section of Highway 7?

**Mr. Singer:** Between the second and the sixth line, in Chinguacousy township.

Interjections by hon. members.

**Mr. Singer:** Well, however you pronounce it, I think we are talking about the same township.

Some of the properties as shown have been expropriated by The Department of Highways last year in order to beat the new legislation re expropriation.

Bramalea would like to own all the land in order to eliminate competition from its commercial enterprises and have approached the owners with offers that are ridiculously low.

The Department of Highways approached the owners this spring—

That would be the spring of this year, 1969.

—to negotiate for land required for the widening of number 7. The property men came equipped with maps that showed the highway being widened with a singing median strip running from the 6th Line—

Airport Road—to the 2nd Line (Heart Lake Road). The owners, including myself, negotiated in good faith agreeing in principle to the amount of land taken and the price for the same.

We were not in favour of a median strip, and could not see the necessity for same, when The Department of Highways had just finished widening number 7 within the town limits of Brampton and had not provided a strip of any kind and this is a stretch of highway that is covered on both sides by commercial enterprises.

Nevertheless, we had agreed to the situation as explained to us and as demonstrated to us on Department of Highways official maps.

Before legal documents could be drawn up, it came to our attention that The Department of Highways were now planning a solid median strip between the 3rd Line—Dixie Road—and the 4th Line—Bramalea Road—that would prevent access to our properties.

The properties in question are these three on the south side.

—from anyone travelling west or egress from anyone at our property travelling west. We discovered further that this median was going to be cut to allow access both ways to Bramalea's property at the city centre but nowhere else.

We wrote and asked for an interview with Mr. R. Burnfield, head of Planning and Development, Department of Highways. He came to our properties and stated, "This median strip was asked for by Bramalea Consolidated Developments and we signed an agreement with them, at least a year ago, for them (BCD)—

That is Bramalea Consolidated Development.

—to pay an estimated \$45,000 for the construction of this strip." When asked if The Department of Highways would have put this strip in on their own he said categorically, "No, it was not budgeted for and we have better places to spend our money."

The three owners of the properties in question, Bramalea Fruit Market, Bramalea Supertest and myself—

That is, Dr. Williams, the veterinary doctor who operates Bramalea Animal Hospital.

—along with the owner of the acre next to mine, Mr. Ward, then asked Burnfield if it would not be possible for The Department of Highways to allow one access for all three active properties plus the



Ward property—which is not developed but is being used as a welding shop. He then said it would be possible and that he would go back to the drawing board and see what could be done. One week later the owners of the fruit market received a letter from the Minister stating no access would be allowed because of the safety factor.

We feel that we have been shabbily treated for many reasons. The first, of course, is the deliberate misrepresentation by the property department of The Department of Highways, showing us maps that did not show the median strip.

And in that connection, Mr. Chairman, I would point out that Dr. Williams says that negotiations and discussions took place in the spring and later, Mr. Burnfield, advised that the arrangements with Bramalea had been made a year ago. So that there are certainly some inconsistencies there in dates, at least as set out by Dr. Williams.

Secondly, we feel that Bramalea Consolidated Developments are using The Department of Highways to further their own interests and that The Department of Highways, at Ministerial level, are collaborating with them for this purpose.

Thirdly, from the present proposed median strip, all traffic from Bramalea itself coming up to Highway 7 will, of necessity, have to pass through Bramalea property in a roundabout way in order to reach our establishment, and thus give Bramalea Consolidated controlled commercial interests an unfair advantage.

Fourthly, the Bramalea Fruit Market and the Bramalea Supertest, who are highway-dependent enterprises, will lose at least one-half of their business when this strip goes in. My own position is not so bad because people coming to my establishment are not drop-in type clientele, and although they will be inconvenienced, it will not result in an actual business loss.

Last, but not least, we fail to see the justification for the raised median strip in this particular half-mile section when there is nothing in the whole of Highway 7 from Brampton to Thornhill.

His final comment is:

I trust you will be able to ascertain why independent businessmen are being sacrificed to the large corporation through the powers of The Department of Highways.

Then, as a postscript, he says:

Needless to say, all three enterprises were operating before Bramalea Consolidated was incorporated.

So it is obvious, Mr. Chairman, that a series of questions emerges from that. Why, when negotiations were going on, were these three land owners advised that it would be a singing median strip, and were not told about the negotiations which were taking place with Bramalea which apparently resulted in an agreement being entered into between The Department of Highways and Bramalea to build a raised median strip and Bramalea was to pay to the department some \$45,000? Secondly, why is there a cut in the median strip which is of use only to the Bramalea city centre and which is not of use to these three properties and to the Ward property which could be developed at a later stage?

In other words, why are they being cut off from access to the customers that they attract? Those are really the main questions. Dr. Williams has put his case very well. If the facts are as he has recited them, Mr. Chairman, then there must be some explanation. I think I will save my further comments until I hear whether or not there is an explanation.

**Hon. Mr. Gomme:** Well, of course, to the hon. member I would say that all this has been done for the purpose of safety. There will be greater access to the Bramalea properties than the other and where there is a concentration of it, naturally there would be an opening. But Mr. McNab is very familiar with this particular case. I would ask him to say a few words on it.

**Mr. A. T. C. McNab** (Deputy Minister of Highways): First of all, why did we negotiate for a singing median and then change it to be raised? Originally the plans there were for a singing median. After further study we felt that in the interests of safety and to divide the traffic physically, that we would have a raised median. Obviously, when we negotiated on one basis, we have to go back and negotiate again, the same as if we had made a heavy grade change. I think that covers this point.

Insofar as any agreement with Bramalea as such, originally the discussions with Bramalea were on a basis of a singing median. We must remember there that it is not a case of being favourable to Bramalea for the sake of being favourable to a company. We have to make provisions for the tremendous volume of traffic that would be turning in in this area.

I think you said from the third to the sixth concession. Was that the quotation, sir?

**Mr. Singer:** The second to the sixth.

**Mr. McNab:** Second to the sixth. Well, it is in the Dixon side road area then. But, in any event, they—

**Mr. Singer:** Yes, the Dixie is the third. The portion I am talking about is from the third to the fourth.

**Mr. McNab:** Third to the fourth, yes, across the one concession. There was a request there at one part for three entrances. We approved two. In providing cuts in the medians we must recognize the tremendous volume of traffic requiring left-turn lanes. What we are trying to avoid, and I think you can appreciate this, is a recurrence of the situation we have, say, on Keele Street and Bathurst Street where there is a complete lack of control. As a result, these facilities, instead of carrying a capacity of 10 or 15 years, for the free, safe flow of traffic, end up by being very unsafe. Also they will be worn out, and you will have to find other facilities for them, because the traffic is slow in moving along because of the turning movement. The capacity is reduced to practically nil. Have I covered the points you—

**Mr. Singer:** Well, you have covered them, but you have raised a different question. Is it true that Mr. Burnfield said that Bramalea was paying \$45,000 for this?

**Hon. Mr. Gomme:** I am advised that is the right figure.

**Mr. Singer:** Well then, it puzzles me very substantially, if it was so necessary for safety to have a median strip in, why a private enterprise which was interested in it would have to pay \$45,000 for it. Why would it not be the cost of the government of Ontario? Could you explain that?

**Mr. McNab:** Well, the \$45,000 was for additional cost to what had been for a normal entrance. We felt that this contributed to the desirability of Bramalea's development, and we felt, as such, they should be required to pay something for that. It is not unusual.

**Mr. Singer:** What was the cost of the raised median for the one concession, from the third to the fourth, from Dixie to Bramalea? What would the total cost of it be?

**Mr. McNab:** Any cost being borne by Bramalea would not be the cost of the raised

median. It would be the cost of the preparation of the entrance into the development.

**Mr. Singer:** Well, what would the cost be?

**Mr. McNab:** Well, we could find this out.

**Mr. Singer:** Well, that is specifically what I am asking.

**Mr. McNab:** I have not got that with me.

**Mr. Singer:** I see. How did you arrive at the figure of \$45,000? Will you tell me that?

**Hon. Mr. Gomme:** Mr. Bidell.

**Mr. W. Bidell** (Department of Highways): This figure of \$45,000 was arrived at by the estimate of the additional, as Mr. McNab said, work that was required as a result of this raised median. This was done by our road design people in the department.

**Mr. Singer:** Mr. Bidell says something just a little different from what Mr. McNab says. If I understood Mr. Bidell correctly, he said the \$45,000 was the additional cost of the raised median over the singing median. Was that right?

**Mr. Bidell:** It involved that, and it also involved the special entrances that were required, as Mr. McNab says.

**Mr. Singer:** Well, it involved them both together.

**Mr. Bidell:** It involved both together.

**Mr. Singer:** Well, then Dr. Williams is right, that you would not have had a raised median at all unless Bramalea had given you the \$45,000. Is that correct?

**Mr. Bidell:** No, the additional cost was a result of the special preferential treatment, or the additional treatment, required in order to handle these large volumes of traffic.

**Mr. Singer:** Yes. Special preferential treatment is exactly what he charged, and that is the phrase that slipped out of your mouth then. I think you are right.

**Mr. Bidell:** No, this is not the case. The additional work was required as the result of the increased volumes of traffic that were expected at this point.

**Mr. Singer:** Well then, can Mr. Bidell explain to me or can Mr. McNab explain to me, or anybody explain to me why, if it is necessary for safety, that you should go to Bramalea Developments and say, "Give us



\$45,000," and it should not be a cost of The Highways Department? Why do you come to them at all?

**Mr. McNab:** We say, in our negotiations with Bramalea or any other developer, that the normal entrance to a property, access to a property of this nature, would be so much money, which would be normal for a normal type of development. If they bring into this area a much larger and different type of development, we feel—maybe we are wrong—that it is a justifiable charge for the development of that area and that we cannot expect the people of the province to bear all the cost.

**Mr. Singer:** Well, I have lost you, Mr. McNab. If the statement in Mr. Williams' letter is, in fact, correct, and certainly from Mr. Bidell's remarks, it seems to be, when he was talking to Mr. Burnfield, he said this median strip was asked for by Bramalea and we signed an agreement with them, at least a year ago, for Bramalea to pay \$45,000. When asked if Highways would put the strip—not the cut—the strip, in on their own, he said categorically, "No, it was not budgeted for and we have better places to spend our money."

Now there is nothing that you have said and there is nothing that Mr. Bidell has said that has changed that statement. In fact, Mr. Bidell went on to say that the \$45,000 is the cost of the median plus the cut. Now it would appear to me—

**Hon. Mr. Gomme:** I do not think the hon. member has taken that right. I do not think—

**Mr. Singer:** Well, if that is not what Mr. Bidell said, what did he say?

**Hon. Mr. Gomme:** He said the additional cost.

Interjection by an hon. member.

**Mr. Singer:** So what Mr. Bidell has said is that once you raise it from a singing median to a raised median it costs a portion of the \$45,000, and the balance of it was because of the cut. Is that not correct?

Interjection by an hon. member.

**Mr. Singer:** So the raised median is part of the cost and the cut is part of the cost. I do not care particularly how you break it down but the fact is that what Mr. Burnfield is quoted as having said seems to be in fact correct. And there would not have been a raised median there unless Bramalea had asked for it.

Now what seems to me absolutely inequitable, Mr. Chairman, is that you negotiated with these people on the basis of a singing median, and they negotiated with you in good faith and they arrived at an agreement without quarrelling about the dollars that you gave them, which is unusual. They were told that they were going to have a singing median. All right, that was fine. Later they found out that there was going to be a raised median at the instigation of Bramalea Consolidated, and they have no entrance at all.

Now, Mr. McNab said one thing and I would like to follow this through. Once the raised median was decided on, was there a second negotiation? Because you made quite a point of saying that it was a different situation.

**Mr. McNab:** I think we have to get these things in order. First of all, the raised median was not a requirement or a request of Bramalea construction. It was our requirement, when we considered the amount of traffic that was going to be developed by Bramalea, that a raised median would be necessary in the interests of safety and it was at that point then that we decided on the raised median. The added cost of the raised median and the entrances are something that are being added to the cost of the development, and which we think is a just and fair charge against the development rather than the highways budget.

**Mr. Singer:** Well, Mr. McNab, I just do not follow you. If Bramalea had not wanted the cut and you decided it was necessary to have a raised median for safety, you would have had no justification in the world for charging them for the raised median, would you?

**Mr. McNab:** Well, we think we have. I do not understand what you mean by the cut.

**Mr. Singer:** A cut so they can get access. A cut through the median so they can get access onto their property. If the decision had been a unilateral one and you came to the conclusion that between Dixie Road and Bramalea Road, for safety purposes and because of the volume of traffic, rather than a singing median you wanted a raised median, and if you decided that was it, there was going to be a mile-and-a-quarter of raised median, you would have had no justification in the world for coming to Bramalea and saying, "You pay \$45,000." It was only after they became aware of it and said, "We want a cut," that you negotiated with them and



they had to pay for the cost of the cut and the cost of the median. Is that not what happened?

Mr. McNab: No.

Mr. Singer: Can you tell me anywhere else in the province of Ontario where you decided to put in a raised median without cuts and where you charge it back to an abutting owner, and the abutting owner agreed to pay for it?

Mr. McNab: We have put in other safety devices, channelizations and provision to handle great capacities, entrances, and they have borne their share.

Mr. Singer: That is exactly the point I am making. You soaked Bramalea for the cost of the median plus the cost of the cut. Both figures are part of that \$45,000. You told these other people it was going to be a singing median, so they could have access. They did not even have an opportunity of paying for some kind of a cut. You just said, "No". So they have been cut off, and Bramalea got a cut by private agreement, which these people were not even told about. They had to find out for themselves and now lose half their trade because the commuting trade is not allowed to get into their property. Now, is that fair?

Mr. McNab: There are a great number of things we have to do that may not appear fair, but we have to do them in the interests of safety. I have said that we negotiated for a condition and we changed this condition. It leaves it proper and a matter of routine to renegotiate.

Mr. Singer: Have you re-negotiated?

Mr. McNab: I could not tell you because—

Mr. Singer: Have you offered to re-negotiate?

Mr. McNab: We have not built yet, sir. We have not—

Mr. Singer: These are plans?

Mr. McNab: Yes, they are plans.

Mr. Singer: And they are final plans? This is the way it is going to be, is it?

Mr. McNab: I hope so.

Mr. Singer: All right. Then would you not agree with me, Mr. McNab, that if a property faces on a singing median, then it is easier to get at than if it faces on a raised median?

Mr. McNab: Yes, if access is allowed.

Mr. Singer: And if you put a raised median in front of my property, which depends on access from the highway for the amount of trade I am going to do, then you are hurting me more than if you put a singing median there. You are taking away more of my business. I should be entitled to more compensation.

Mr. McNab: That is right. If access is permitted over the singing median.

Mr. Singer: Now then, having done all this, and having entered into an agreement with Bramalea, and having told these people they cannot have any access because of the safety factor, surely then there was an obligation on The Department of Highways if you have gone into this with clean hands, which I presume you have, to go back to these people and say, "We have changed our plans, therefore you should get more money than we originally negotiated for." Have you done that?

Mr. McNab: Again I say we will re-negotiate.

Mr. Singer: Well, would you have agreed to those changes had I not brought this up?

Mr. McNab: By all means.

Mr. Singer: Then how would these people have gotten to know about it? You have a deal. They have complained about it. They have had Mr. Burnfield down. This is the first time there has been an offer to renegotiate.

Mr. McNab: We would have picked it up ourselves. If I may be permitted, there are a number of cases where we have had grade changes, where we have gone in early and acquired property—I am talking about rural highways in general—and we have found out from the drainage studies that we have had to raise the grade and have gone back to the people and re-negotiated. This is a similar type of thing, because it is something that is not on the basis that we originally negotiated with them on.

Mr. Singer: It may be similar in principle, but when Mr. Burnfield went out there and explained to them about this deal with Bramalea, why did someone not tell Mr. Burnfield that he should have advised these people that you were preparing to renegotiate?

Mr. McNab: Well, I—

Mr. Singer: Would that not have been logical for Mr. Burnfield to do?

Mr. McNab: Of course I do not know what Mr. Burnfield said, other than what Dr. Williams points out in his letter. It would be logical and it would be completely in order, and would have followed a set pattern.

Mr. Singer: Now, can you tell me one more thing. If the dates in this letter are in fact correct, the negotiations with Williams and with Bramalea Fruit Market and Bramalea Supertest and Ward took place in the spring of 1969, and if the agreement was negotiated with Bramalea Development at least a year ago, why did you negotiate in the spring—when the agreement already existed for the building of the solid strip—on the basis that it was a singing median?

Mr. McNab: I am not sure of the matter of dates.

Mr. Singer: Well, of course. The dates are very important. If these dates are correct, the agreement with Bramalea was over a year old. Is that right? What is the date of the agreement with Bramalea?

Hon. Mr. Gomme: Have you got the dates of these agreements, Mr. Bidell?

Mr. Bidell: We have not got this date here.

Mr. Singer: Is it reasonable to say it is over a year ago?

Mr. Bidell: No. We would have to check on it.

Mr. Singer: Okay. You do not know. At least that is Dr. William's statement that the negotiations took place after the agreement. Then it would appear that you negotiated in bad faith, because you negotiated knowing there was a solid median strip agreed to, and negotiated with them on the basis that it was a singing median strip.

Mr. McNab: Negotiations or agreements, whatever you wish to term it, with Bramalea, have been going on for years, ever since Bramalea decided it was developing there. They bring their plans in. Changes are made as time goes on, when our concept of design changes, or where they might have to make a change in the internal design of their sub-divisions. It is not unusual nor does it indicate bad faith to deal with these things as they go along. Undoubtedly we will be

having more dealings with Bramalea in that area.

Mr. Singer: There are two very simple and pertinent dates. At some stage in time, someone in The Department of Highways agreed that when Bramalea paid \$45,000 there would be a solid median strip between the Dixie Road and Bramalea Road, and a cut in the middle of it. Right? At some other date in time, negotiations went on with the property owners, the ones I have named, on the basis that there was a singing median strip, and not a solid strip. The information I have indicates that the agreement to build the solid strip with the cut was made prior to the negotiations based on the singing strip. If that information is correct, then I suggest that you are being terribly unfair to these people, and really negotiating in bad faith.

Mr. McNab: The only way this would be possible is that a property request would go out for the acquisition of property many months ago, and a subsequent breakdown occurred in communications between that and our design. But I would stress that these individual property owners you are speaking of—their interests are protected by the fact that it is our policy to go back and re-negotiate. If we are denying people access, certainly conditions have been changed from that if we went on the basis of direct access to the property from both directions.

Mr. Singer: That may be your policy, and it grieves me to have to think the only basis on which you are going to get re-negotiation is that Dr. Williams happened to write me a letter.

Mr. Chairman: Mr. Martel.

Mr. E. W. Martel (Sudbury East): Mr. Chairman, I have four or five issues I want to discuss with the Minister, the first being that I want to thank the Minister, for my own riding at least, for the construction of Highway 69 north to Highway 545, and Highway 69 south in the Long Lake area. This is usually left for the Conservative members to do, but—

An hon. member: Shame.

Mr. Martel: No, no, to thank the Minister. Usually this comes from a Conservative member. Maybe I am breaking this tradition, but certainly the people in my area appreciate the new facilities which have been extended to them. That is the beginning. I cannot say the rest is going to be as complimentary.



Mr. Minister, I found Algonquin Road for you. It is an extension of Highway 69, known locally as Algonquin Road. Presently, as the result of a work order I understand, some work was commenced there approximately three weeks ago, some blasting. Unfortunately, the highway crew left the blasting there. Last week a car went into one of the holes some four by six feet. The residents there who phoned me yesterday were not very happy with this and I am sure you can accept this. For example, the snow where the blasting took place, the snow came along and covered some of the rocks and people were hitting these rocks. They had not been cleared away and they had not been removed, and thinking they were snow this certainly jarred the car and led to some problem in there. I think it is unfortunate that such an extremely hazardous condition has been left behind by a Department of Highways crew doing the work, and hopefully this matter will be remedied rather quickly. Those are minor issues.

I want to talk about standards for a few moments if I might, Mr. Chairman. The disturbing factor to me as a northerner is the fact that the highways like 401 and 400 seem to withstand the rigors of being used, much, much better than do the highways in the north. This leads me to believe that possibly highway standards across the province should be the same. I am not saying that they should be four or six lanes all over the province, but I am saying the standards should be the same.

I look at Highway 400 which must take a tremendous pounding. It is exposed to a good deal of frost. Certainly the traffic far exceeds what one would expect on Highway 69 north or on Highway 17 or on Highway 11, and yet usually after two or three years or five years after construction the patch work begins and the shift starts. It seems to me that there is just a whole set of criteria that must be different allowing the highways to remain fairly usable in the south as opposed to the north.

I realize that there are conditions such as we mentioned the other night of water and frost, and that is why I suggested to you the other night that we were not spending enough to overcome this problem through research. But I cannot help but think that if Highway 400 can stand up, that certainly with the limited traffic that Highway 69 sees or Highway 17 to the Soo would have, that it should not deteriorate so rapidly after construction has been undertaken and completed.

Therefore I am led to believe that we must start to bring the standard up to the same across the province. I realize it is going to be more costly, but I think in the long run it would probably reduce the cost of maintenance and this certainly, I think, should be taken into consideration. I think maybe some of your problems might lie in, for example, how many soil experts you have in your department. My understanding is, that two or three years ago, there were only two for the entire province. I do not know how true this is. Would that be right, two or three soil experts for the entire province? I understand you hired one from Scotland seven years ago who did not stay very long.

**Hon. Mr. Gomme:** I am advised that we have 325 people in that branch, and 15 of them are engineers.

**Mr. Martel:** Well, there seems to be something wrong somewhere. Why cannot we get a highway that is going to last if you have that many experts?

**Hon. Mr. Gomme:** Well, if I might say a word before you go on any further. We really give greater treatment to frost problems in the north than we do down here. But you understand we have greater soil problems there with muskeg and clay and these types of things.

**Mr. Martel:** And that is why I suggested to you the other night, Mr. Minister, it is about time you started to spend \$10 million to get the proper research necessary to overcome this problem. You are not spending very much. You are spending \$500,000 on research now.

**Hon. Mr. Gomme:** Might I point out to the hon. member that that is just one part of it. But we are doing research on construction jobs all the time to improve these standards.

**Mr. Martel:** But the problem is though, Mr. Minister, that we are not really meeting the problem. I think the Deputy Minister admitted this the other night, that possibly there was not enough money being spent on research to overcome the prime enemy of highway construction—that being water. I would like some estimation, if possible, as to how much is being spent on research this year for the water problem. Some rough figure.

**Hon. Mr. Gomme:** We would not have that figure separated as to what was spent on water.



**Mr. Martel:** I was wondering if you had a rough idea. It disturbs me that you would not know because if that is the worst problem that you are confronted with, it seems to me that a pretty intensive programme should be going on and should be followed rather closely to see if headway is being made.

**Hon. Mr. Gomme:** Materials and testing is a research facility in itself.

**Mr. Martel:** Right. But you are still not answering what I am trying to pinpoint on water. You admit that it is the one major problem. I am not saying there are not others but it is, by far, the leading problem.

**Hon. Mr. Gomme:** Well, you are probably right. But I cannot give you the exact amount that is being spent on the water problem.

**Mr. Martel:** But it is not very much. \$100,000? \$200,000?

**Hon. Mr. Gomme:** Do not put words in my mouth. I told you that I would not know that.

**Mr. Martel:** It is still not enough because we are not overcoming the problem. It also leads me to believe when I see some of the things going on, it can be pretty shoddy. I think your 1956 standard for highways was 24 feet of pavement. Twenty-four feet wide of pavement?

**Hon. Mr. Gomme:** For Trans-Canada?

**Mr. Martel:** Trans-Canada.

**Hon. Mr. Gomme:** Let us say primary highway, 22 feet.

**Mr. Martel:** Twenty-two feet. Can you tell me why the Timmins highway is being built with 19 or 20—

**Hon. Mr. Gomme:** With 8-foot shoulders. But it is not Trans-Canada Highway.

**Mr. Martel:** Well, I am not talking about Trans-Canada Highway.

**Hon. Mr. Gomme:** But you were talking—

**Mr. Martel:** All right, let us try another one then.

**Hon. Mr. Gomme:** All right.

**Mr. Martel:** Sixty-nine.

**Hon. Mr. Gomme:** Twenty-two feet.

**Mr. Martel:** And there is the Timmins highway going in, Mr. Minister, 19 feet on some of the curves. Not even wide enough for a

transport and a bus. Now I have had the police measure it, so it really cannot be disputed. I have had the Falconbridge police force complain to me about some this area, and it is 19 feet on some of the curves. Now that is not even wide enough for a bus and a transport to pass one another. What is going to happen, Mr. Minister, five years from now? You are going to hire another construction company, and you are going to widen the pavement on that road and it will cost the people double. I think if we are going to establish a standard we should maintain the standard.

I can think of one that is much more recent. April 3, 1969, we are building one 20 feet into the township of Drury, Denison and Graham. You have got one that is 20 feet in width, and it seems to me that the standard of highway, standard of width and other standards such as soil and so on, and even paving leave a lot to be desired.

For example, if we are talking about pavement, there seems to me some highways get a good shot more than others. Some areas it is what, eight inches? Others four? How do you determine what area will have so many inches of pavement, and how do you determine another area that will be greater than that?

**Hon. Mr. Gomme:** Are you talking about width of pavement?

**Mr. Martel:** No, I am talking about depth now.

**Hon. Mr. Gomme:** Well, might I clear up one statement you did make about 19 feet on Highway 144. This is a 20-foot paved top.

**Mr. Martel:** I understand some of the curves, Mr. Minister, I know that—

**Hon. Mr. Gomme:** You mean we made a—

**Mr. Martel:** I had the police from Falconbridge who maintain that some of the curves, and they have measured them, are as low as 19 feet.

**Hon. Mr. Gomme:** No, I do not think that would be right.

**Mr. Martel:** Well, the Falconbridge police force measured them, and they are 19 feet. Have you measured them?

**Hon. Mr. Gomme:** I would go out and measure them myself.

**Mr. Martel:** Well, I have got to trust the police. If I do not trust them, who am I going to trust?

Hon. Mr. Gomme: You would rather trust them than us, I take it.

Mr. Martel: Well, they have measuring sticks there.

Hon. Mr. Gomme: Well, so have we.

Mr. Martel: Well, I do not know, Mr. Minister. I am just saying what the police tell me, and they complained about it rather bitterly. That is a whole argument so we will leave the width of the pavement for a moment. Why are you building a major highway link of 20 feet in this day and age, when trucks are wider, buses are bigger, transports are getting longer? And you are building 20 feet. I guarantee you, within five years, you will be in there again widening that road. You will give the contract to another contractor, and the old ball game starts again. Now, if it is 22 feet, why is it 20 feet? It is a major link between two cities, and it is very very disturbing.

Hon. Mr. Gomme: But we are guided by the traffic that is going to use that road.

Mr. Martel: That is right. Traffic.

Hon. Mr. Gomme: The first one that you were talking about is carrying as high as 3,000 cars a day, and with this road, the projected traffic on it is less than 500 a day.

Mr. Martel: I said earlier that I think it is about time you started to us another criterion than just traffic. Here where you have got heavily populated traffic, the hazardous conditions, the winter climate conditions are not nearly as great, are they? Would you agree with that? That the hazardous conditions—

Hon. Mr. Gomme: No, I did not hear what you said, but I would not agree with it anyway.

Mr. Martel: We know where we stand, anyway. Winter conditions are much more hazardous in the north than they are in the south. You just cannot use—how many cars are you using? These people are going to be going 50 and 60 miles without one garage. Are you going to walk it, to get to the nearest garage? I think you should use a different criterion. It cannot just be based on the number of cars or the volume of traffic. It should be the specific standard to alleviate some of these problems, and I am sure that the extra two or four feet would have been much appreciated there. We do get a little snow. Winter lasts from reluctantly this year November until April, where down

in the south you are not faced with this type of winter longevity. You have got snow heaping up which narrows considerably the portion that you can travel.

I just do not think you can any longer rely on strictly a criterion of how many cars with the volume of traffic. I think these other factors have to be taken into consideration, and I do not think you build a major highway today 20 feet wide, not with the increase in the width of cars, trucks, and buses. I tell you now, Mr. Minister, in five years you will be back out there and you will be widening, and it will have cost the public twice where it should have cost them once to do a thorough job.

Now we go back to the other problem. We were talking about depth of pavement. How can you determine the depth of pavement in an area? When do you decide it will be four inches or eight inches?

Hon. Mr. Gomme: This is brought about by the depth of soil, type of material and the amount of traffic, and various things like that.

Mr. Martel: This creates a problem, too, Mr. Minister. Do you think that you are putting enough pavement on the roads in northern Ontario?

Hon. Mr. Gomme: Yes.

Mr. Martel: I always come back to this thing. They build a highway and five years later start patching it. It disturbs me. All this disturbs me. They seem to be in continual maintenance of the highway shortly after they are constructed.

Hon. Mr. Gomme: Well, probably if we had limitless funds we could do what you are talking about.

Mr. Martel: Oh.

Hon. Mr. Gomme: But after all is said and done, we build a highway to the best possible standards for a period of 10 to 20 years to carry the traffic that is moving in the area.

Mr. Martel: Do they last 10 to 20 years in the north.

Hon. Mr. Gomme: Yes, they do.

Mr. Martel: Well, you have got Highway 69 that is falling apart, not falling apart but shifting rather badly that was completed in 1963 or 1964.

Hon. Mr. Gomme: Not the whole highway.

**Mr. Martel:** No, from Sudbury to Capreol or from Sudbury to Hanmer, and the first six miles—I drove over it yesterday—is in pretty bad shape. Very hilly, very hilly.

Interjection by an hon. member.

**Mr. Martel:** Well, it is a possibility. I am busy, you see.

Interjection by an hon. member.

**Mr. Martel:** Well, it is different. That is what I am trying to drive at. I think we have to start to build to the same standards. Not in width of four lanes in the north, I am not suggesting this for a moment, but I am saying that major thoroughfares across this province should have the same standard. It might mean a little less road. I know that is the argument you are going to use. It is going to cut down on the number of highways. But in the long run I think it is going to cut down on the maintenance if you are building a little better standard, and I do not think you can disagree, if you will.

**Hon. Mr. Gomme:** Of course if you would only listen to what I said before, if we use the standards in the north we use in the south, you would have a lesser standard than what we are using now.

**Mr. Martel:** Well then, Mr. Minister, as I try to cross the 400 and I realize the amount of traffic it is taking and it still gets a considerable amount of frost—how do you account for its standing up so well? How does it stand up? You know, the bumps started at the French River. The real bumps started at French River. From there on you take your chances.

**Hon. Mr. Gomme:** I certainly cannot agree with you on that. Maybe you should take a trip around southern Ontario or eastern Ontario.

**Mr. Martel:** I did, you know. I went to Kingston last year, and I was amazed just at the overheads. I counted the number of overheads from here to Kingston, and if I put them end to end I could have a paved highway from here to almost Sudbury with the concrete that was just on the overheads on that highway. In northern Ontario you will have to look for an overhead. They are few and far apart.

**Hon. Mr. Gomme:** Well, maybe you do not need them there.

**Mr. Martel:** No, we do not need them, but we do need a road that stands up, and

I am saying there is something wrong in the standards that results in highways deteriorating as quickly as they do, because they do not take the pounding traffic-wise as they do in the south. I find it very difficult, and I have driven most of southern and eastern Ontario just to assess the highway situation, to compare the highways in the south to the highways in the north.

**Hon. Mr. Gomme:** Did you stay on 401?

**Mr. Martel:** No. I hoped you would say that. No. I managed to get off deliberately. Have you ever driven off Highway 17 or Highway 11 in the north? Then you do not have a road.

**Hon. Mr. Gomme:** Of course I have.

**Mr. Martel:** Well, there are no roads down those.

**Hon. Mr. Gomme:** Oh yes there are!

**Mr. Martel:** Off 69, you have about three of them. If you ever drive off you are onto a dirt road.

Interjection by an hon. member.

**Mr. Martel:** Well, I do not know. I can recall last winter, last fall—just for the members of the north, Mr. Minister, I just want to digress. I remember last fall, we were in Kenora, Mr. Minister, the ad in the newspaper that suggested that they would insure your life, provide the car and the new tires and so on, to drive across these roads that the hon. member for Kenora (Mr. Bernier) is speaking about.

**Hon. Mr. Gomme:** But you realize that that road that was referred to was under construction.

**Mr. Martel:** Well . . . was under construction too.

**Hon. Mr. Gomme:** I know that.

**Mr. Martel:** There is a whole area, Mr. Minister. Just summing up, I do not think the standards are consistent. I do not think enough work has been done on research to eliminate the problems, and I think that if we are going to adopt standards that they should be adhered to. The highway that is being built from Nairn to the south end of Corrodisson Mine—why is it 20 feet? I mean, where do you pluck 20 feet sometime?

**Hon. Mr. Gomme:** The American standards and the Canadian good road standards all are using the same basis as we are.



Mr. Martel: 20 feet—that is right. But why did you say so many years ago, 13 or 14 to be exact, 24 feet?

Hon. Mr. Gomme: Why did I say?

Mr. Martel: That is what is in your mandate. I dug it out of the library.

Hon. Mr. Gomme: Trans-Canada standards. We are talking about what the traffic requires, and this is the standard that is used.

Mr. Martel: 20 feet.

Hon. Mr. Gomme: Yes.

Mr. Martel: Then it certainly leaves a lot to be desired, because when you are driving 50 or 60 or 70 miles an hour, you have got what? Four inches, maybe two feet between—

Hon. Mr. Gomme: But these roads are not designed for 70 miles an hour. There is a speed limit on them too, you know.

Mr. Martel: There is a speed limit on the 400, and it is 70.

Hon. Mr. Gomme: Yes, but it is a four-lane highway.

Mr. Martel: Beyond Barrie I am talking about. When you go over the bridge, Mr. Minister, how wide is that?

Hon. Mr. Gomme: Is it four lane?

Mr. Martel: No, two lane.

Interjections by hon. members.

Hon. Mr. Gomme: Well, look is that 69 north or 400?

Mr. Martel: Over the overhead, where it joins—

Mr. G. Ben (Humber): . . . sober you would not need such wide roads.

Mr. Martel: Well, it is a possibility. We need some antifreeze to keep us warm.

Interjections by hon. members.

Hon. Mr. Gomme: We do not have any 70 miles an hour on two lanes.

Mr. Martel: On the 400?

Hon. Mr. Gomme: A two-way highway I am talking about. You are talking about four lanes.

Mr. Martel: I cannot recall having seen a 60-mile-an-hour sign when you cross the overhead at Barrie.

Hon. Mr. Gomme: I think you are driving too fast, though.

Mr. Martel: The trouble is getting home, Mr. Minister.

Interjection by an hon. member.

Mr. Martel: No, I should run the risk. Well, as I said, Mr. Minister, the standards have to improve. They have to be consistent, and there has to be more money spent on research. If you want us to give you a *carte blanche* for the money necessary to overcome the water problem, this Legislature, I am sure, will do it.

I want to deal with three specific problems. One goes back 12 or 14 years I guess, to the time of the now Senator Rheal Belisle. The area in question is in Noelville, St. Charles and Monetville. This has been in a five-year plan now for I do not know how long. The residents have reached a point of frustration. Let me read you some of the incidents that occurred in that area last year—some of the damage, Mr. Minister, on this highway. The following are some of the minor mishaps caused by road conditions that could have been serious.

Mrs. P. Guignon, while driving on Highway 64 at Monetville about one mile north of Thomson Corner hit a hole in the road hard enough to break the strap holding the gas tank, causing it to fall on the road. The friction of the tank dragging on the gravel caused a considerable number of sparks, and could have caught fire.

Mr. Norman Guy of Noelville, while driving on Highway 64 near the Muskie Island Road turn-off hit a hole in the road so deep that it blew and split a new tire and damaged the rim, causing him to lose control of his car, with five other passengers.

Another man from Monetville, while driving on Highway 64 about two miles north of Muskie Island Road, hit a hole deep enough to cause the muffler to break at the front end. Before he had time to stop, the car muffler plunged into another hole and raised the back of his car a few feet, causing considerable damage to the car.

The township clerk of Noelville, driving after the grader brought a stone from the side of the road to the centre, thought it was only dirt like the rest, passed over it and damaged the steering part of the car.

Last summer, an American tourist was going to Lake Nipissing along Highway 64, between Highways 535 and 17 to Verner and he broke his trailer and the boat turned over.

These are pictures, Mr. Minister, and there are promises. These are just a few examples. Now, as I say, these promises started about 14 years ago, with the now Senator Belisle promising the people there a highway. It was continued in March with the then Minister of Highways (Hon. C. S. MacNaughton) and people were advised it was a part of a five-year plan then. That is why I asked you in the House, Mr. Minister, when the five-year plan started and when it finished, because this is the same answer these people have been getting year after year: "It is part of a five-year plan". I would like to know when this five years starts and ends.

I can recall during the 1967 campaign, I was in St. Charles, in the fall of 1966, and just by chance the equipment was on the highway, from St. Charles to Noelville. I suggested to the people at that time that it would be 1971 at least before any more equipment would get to the highway. It is 1969 now, very close to 1970, and the continuation is not there. I imagine I am going to be safe in assuming that it will be 1971 before the equipment gets there, if then. I do not think the people can wait, Mr. Minister.

You are aware, of course, that the school board attempted to direct the children from Warren, under the jurisdiction of the Sudbury district school board, and the parents refused to have their children go by bus to the new French high school in Noelville. They persisted in forcing the Sudbury board of education to buy education from the Nipissing school board, because they just would not hear of their students being taken over that road. No way would they buy it.

I could read each of these letters in detail, Mr. Minister, of the long-time promises to the people in this area. You have copies of all of this correspondence. I want to know what we can expect next year. I know you have built about seven miles. If you were going to build highways across the rest of the province, at the rate you have constructed roads for those people, then we certainly would not have very many highways in Ontario. Of course, one of the things the people in Noelville object to is that you put your counting machine out in the fall and in the spring. The machine for counting cars, they maintain, is not there during the peak season, it being a tourist area. This distorts the over-all picture of the quantity of traffic on that highway. I

think, Mr. Minister, it is incumbent on this government. I want to read one letter, though, that was the result of a petition with this highway sent in and signed by just about everyone in the town.

A petition presented by yourself and other interested parties to Mr. G. E. French, my District Engineer at North Bay, in respect to Highway 64, has been brought to my attention. I noted that the president of Noelville Chamber of Commerce was among those associated with you in this matter. On April 30, I wrote to him explaining my position in this same regard. I would assume that you are familiar with the contents of my letter.

Mr. French has advised me that your present anxiety is to have our programme defined. If you will bear with me, I shall try to explain why an exact definition of future work is not always possible. Our advance construction programme is comprised of several hundred projects in various areas of the province, raised, as far as can be ascertained, in an equitable order of priority. At the advent of a new fiscal year, I include in my estimates as many of the top priority projects as I can reasonably expect the Legislature to provide funds for. After approval by the Legislature, these projects make up our current construction programme for the new fiscal year.

Many things may occur to prevent the project from going ahead on schedule. There may be pre-contract engineering problems to delay this schedule. The greater problem is emergent work. Structural or operational deficiencies, which in the opinion of my engineers constitute a serious hazard, often become apparent suddenly and must be suddenly given top priority. As our budget of funds is not elastic for such projects advanced to the fore, work of similar value must be retarded in order to comply with such a situation. I am seldom in a position to say definitely that a specific work will be undertaken in a specific year.

All I can say with certainty about our programme for Highway 64 from Noelville northeasterly, is that the work is programmed for the ensuing five-year period.

Well, Mr. Minister, that is over your signature. But this five years has been the longest five years for these people. It started with the Hon. Charles MacNaughton. In fact it started prior to that. But he advised them in 1963 that it was part of a five-year plan. If my mathematics were right, it should have been

completed by the end of 1968, and I think to date, between St. Charles and Noelville, there have been three and one-half miles straightened out, in a distance of 18 miles.

Hon. Mr. Gomme: May I answer that one point?

Mr. Martel: Yes:

Hon. Mr. Gomme: Of course it is very political as far as this road is concerned. I agree with you on that. I could not agree more.

But you see the period of the five-year time as the former Minister pointed out, did not have time to progress to the point that it could be finished, because there was an election in 1967. And my recollection of your priority was Highway 69. You did not say—

Mr. Martel: No.

Hon. Mr. Gomme: Now do not give me that. You wanted that done. This was the part of road that you kept asking for, and this was the part that I gave you.

Interjections by hon. members.

Hon. Mr. Gomme: The point about—well, could I finish?

Mr. Martel: Well, all right.

Hon. Mr. Gomme: The point about this is that I took your priorities, and I said, "This is the road the member thinks should be built first.

Interjections by hon. members.

Hon. Mr. Gomme: Just a minute. I am not finished. I did not disturb you when you were talking. Listen to it all. The point about it is that I wrote "in a five-year period," and if you will just have a little patience you will see that what I have written is true. But when I accepted your proposal, I thought that was the thing you wanted.

Mr. Martel: Mr. Minister, you know that was very interesting. By the way, I did not make a political promise of any highways, Mr. Minister.

Hon. Mr. Gomme: I am not talking about a political promise. I am talking about a political request.

Mr. Martel: No, no, Mr. Minister.

Hon. Mr. Gomme: You requested the other one.

Mr. Martel: If you recall, I think—

Interjections by hon. members.

Mr. Martel: I think I—

Hon. Mr. Gomme: But did I not build the one you asked for?

Mr. Martel: Right. I appreciate that. So do the people, Mr. Minister, though the promises to these people go back 16 years. Sixteen years. I was not going to read this article, but I must.

Hon. Mr. Gomme: Well, they will give me a chance to think of some more answers.

Mr. Martel: I hope so. That was a real good one.

Hon. Mr. Gomme: I am glad you appreciate it.

Mr. Martel: Well, that being the case, I am only going to make a request for one area to be serviced, and that is the French River area. Maybe you will give that top priority.

Hon. Mr. Gomme: Over 64?

Mr. Martel: Pardon?

Hon. Mr. Gomme: Over Highway 64?

Mr. Martel: Oh, there are two roads. They come together on the map. They are right together, Mr. Minister. We will forego the rest in Sudbury East for this year, providing we get this one. There is an interesting comment in this paper, the *North Bay Nugget*. You know I have represented this riding now for two years. There is an interesting comment in this.

It has been represented, I believe by the hon. member for Nickel Belt (Mr. Demers) and the former member for Nickel Belt, and you know who they are blaming for not getting a highway in there? This is dated Wednesday, April 3, 1968. That was about—let me figure it out mathematically, the election was in October—five months after I was elected.

I was the one, sir, who was not getting them a highway. After 16 years at least of Tory promises, and Tory representation, in five months I was the one responsible for not getting these people a highway. But I am sure that the material which I have presented today indicates that you have just been stringing these people along. Not you, Mr. Minister, but your predecessors have been stringing these people along for a good number of years. You have got to agree to



that, because there have been three miles built in that section over the 16 years past. But I want to read this article. Oh, I am ahead. Well, let us see. I do not want to read the whole article.

Interjection by an hon. member.

Mr. Martel: You want me to read it all? All right, I will read the whole article:

The residents and motorists have not complained about road conditions in the past, but they will from now on according to the Reeve of Cosby, Mason and Martland. "We're going to put the pressure on," the Reeve of Noelville says. He is now organizing a petition to approve Highway 64 from Noelville to Monetville.

That is what? Six miles at most, through clay country. You will not have any difficulty. There is very little rock in there.

The highway from Lavigne to Noelville is in dangerous driving condition, with few warnings on the hairpin turns and curves coming up. Highway 64 is not only bad in this area, but is in deplorable condition from Highway 17 in Sturgeon Falls going north to Marten River.

I am not worried about that one. It is not in my riding.

Hopes of repairs to the highway were dashed last week as the Ontario Department of Highways released its plan of regional projects. In the coming fiscal year, the only work mentioned is a bridge .3 miles north of Field River Valley intersection.

And that is after the 1967 campaign, Mr. Minister, when the three miles went in from St. Charles southerly. Three miles went in during the year of the election, coincidentally.

Hon. Mr. Gomme: It was.

Mr. Martel: Monetville and Noelville were late. Monday, August 4, 1950, was the official opening of the west arm bridge. News coverage of the event called it the result of a 38-year promise—that little section. The exits to this bridge and another Bailey bridge are paved. Highway 64 was never paved all the way. Another interesting fact. Maybe someone from your department can tell me. Why did they pave three miles in between two towns that are located 18 miles apart? All of a sudden there are three miles of paved road. I often wondered about that. Why would you put three miles in the middle of nowhere?

Hon. Mr. Gomme: I guess it needed it worse than any of the rest of it.

Mr. Martel: The whole thing needs it, needs it desperately. On May 8, 1945, the council of Noelville approved plan 3966 calling for the reconstruction and re-alignment of Highway 64. And while all survey and other work to widen the road has been done a half-dozen times, says the reeve, nothing has been done.

As far back as 1963 the then Minister of Highways told the council that the remaining 4.5 miles of road from Noelville to Alban would be built in the future. That was done. He was promised that when this was completed the highway north of the community was next. The Alban strip is complete now but there is no word of finishing the highway. It is a matter of time. On June 30, 1967, the Highway Minister advised Cosby, Mason and Martland that work on the highway would be done in the next five years. Well, that being the case, 1967, Mr. Minister, we can look for something this coming year. You are going to have to get going, you have only got a year left.

Hon. Mr. Gomme: Well, if you will hurry with these estimates maybe we can.

Mr. Martel: I am trying to establish a pretty good case for some construction between St. Charles, Noelville, Monetville. I think the promises, Mr. Minister, in all seriousness, have been there long enough. I think it is time. I have read examples to you of the damage that has been suffered by the people in that area and whether you want to use the old criteria of the number of cars using it, I think it goes much beyond that. It is high time that that area received the roads that they have been promised for so long. Now, Mr. Minister, it is going to do your heart good, the next topic, I am sure. This is even better than the last, Mr. Minister. I want to talk about the construction on that highway.

Interjection by an hon. member.

Mr. Martel: Well, I am sure.

Hon. Mr. Gomme: What a contradiction.

Mr. Martel: You will see. You just bear with me.

Interjection by an hon. member.

Mr. Martel: Well, Mr. Minister, if I have the Chairman's assurance that I can get back in I will yield. I will deal with this one

anyway. Mr. Minister, I am talking about the highway from Warren north, 539. Warren north. I wrote to you, Mr. Minister, some time ago, three weeks to be exact, regarding this highway being constructed by Sanco construction. In that letter to you, Mr. Minister, I indicated to you that I could not understand why your department people allowed such a condition to exist. In fact, I do not think I have seen anything in Ontario under construction as deplorable as the condition that exists there, when I went to see it. It was three and a half miles, almost single lane with the top soil all removed, and that three and a half miles was mostly mud, one lane, with very few signals to warn the people using this highway at night. In fact in trying to get through it, I recall one stretch that was about 100 yards long that I dragged the bottom of my car for the full 100 yards.

As I understand it, Sanco Construction is laying down as much as three feet of gravel before he attempts to pack it. I have this from sub-contractors who were there, as well as the people who live along that piece of highway. What he does is fill it in with more fill of a nature that certainly would not pack properly, but just creates a lot more mud. I know that in southern Ontario you just would not tolerate construction being carried on in this fashion.

As I said to you in my letter, the whole tenor of the project was one wherein I figured amateurs were doing the job. Certainly, it could not have been anyone with any skill or expertise in highway construction that would build a highway in this fashion. I listened, Mr. Minister, to a whole host of complaints—one dealing with the fact that there were only three or four flashers in the whole area of three and a half miles, mostly one-lane. The blasting left a good deal to be desired and had to be reblasted to break down the rock so it could be carried away. Driveways were being dug up without prior consultation. This you denied later on, but I have a further letter, which I will read into the record.

**Hon. Mr. Gomme:** Well, could I correct that? I further looked into that particular point, and when my district engineer went out there he advised me that the contractor's superintendent spoke to the owner beforehand. Unfortunately, there was no direct contact with the owner on this point by the supervisor of The Department of Highways. We took the word of the contractor's superintendent, and this is where we thought the contact had been made. Now, we may have erred in that.

**Mr. Martel:** I realize the possibility of error, Mr. Minister. What I am getting at is the whole job itself. From start to finish it has been atrocious. I do not know how your officials allowed this sort of condition to go on for the length of time it has. The sub-contractors who were working in there have been—well, I think three of them now have gone broke.

**Hon. Mr. Gomme:** Might I correct that one statement? There are only two sub-contractors on that job.

**Mr. Martel:** Oh no there are not, Mr. Minister.

**Hon. Mr. Gomme:** Yes there are.

**Mr. Martel:** It might be true under the terms of your contract, but he has hired other people, who I will name.

**Hon. Mr. Gomme:** But they are not recognized sub-contractors by us.

**Mr. Martel:** That is right. They are not recognized sub-contractors by you. That is right.

**Hon. Mr. Gomme:** So we do not know that—

**Mr. Martel:** But, Mr. Minister, I do see that you do not know it. But you have men in the field there. According to this man you have got people who are supposed to observe every step of the contract. Is that not right?

**Hon. Mr. Gomme:** That is right.

**Mr. Martel:** Well, that has not been done.

**Hon. Mr. Gomme:** Yes, it has.

**Mr. Martel:** Oh, no. Not this.

**Hon. Mr. Gomme:** Oh, sure. Go ahead.

**Mr. Martel:** Well, I will continue. As I said, I thought the whole tenor of the job indicated the job was being done by a bunch of rank amateurs, to which you replied, Mr. Minister, and straightened me out on some points, I admit. I believe I wrote you a letter saying I was in error in making a statement I made. However, you and I disagreed in a number of areas, even after your letter to me.

This prompted me to write you another letter to straighten out where I thought someone might have misinformed you. I will just point these out: "Condition of highways for through traffic." I disagree that reasonable



conditions were maintained under the circumstances. The conditions which I saw and outlined were deplorable. I was advised by those who asked me to go out and see the road that it was fairly good on that occasion, but was much worse in previous weeks. I agree that rain did not help the situation, but neither did the type of material on the road. However, grade-inch packing had been the rule for putting on material, rather than two or three feet . . . and then packing. The situation might not have occurred. Would you agree with that, Mr. Minister?

**Hon. Mr. Gomme:** I am listening.

**Mr. Martel:** I was just wondering. Do you want to comment at this point?

**Hon. Mr. Gomme:** Do you want to take each point or do you want?—well, go ahead.

**Mr. Ben:** You will not get a word in edgewise, Mr. Minister.

**Mr. Martel:** "Lake of proper signing and safety precautions." Having viewed the site first-hand, and knowing the road prior to the commencement of construction, I can only say that, even knowing the road, I would not want to drive on it at night. I do not feel the conditions were conducive to safe driving, nor do I feel sufficient signs and signals were erected to indicate the many bad localities. Such practices would not be tolerated in the south. I agreed with you partly on points three, four, five and six.

**Hon. Mr. Gomme:** You did not use the word partially. You said, "I will accept points—"

**Mr. Martel:** All right, accept.

**Hon. Mr. Gomme:** But not partially.

**Mr. Martel:** "Access from private property." I spoke to the owner in question. We have discussed this one already.

"Drainage problems." A culvert which I saw could not carry water as the ditch was two to three feet lower and one of the culverts removed from the highway had not been replaced and as a result, the land was being flooded. The culvert which was removed was approximately half a mile from the culvert which I saw, and which could not remove the water.

"Vehicle damage." I indicated to you there were none, or I did not have any. I have some now.

"Bankrupt sub-contractors." Officially there might only be two recognized as sub-contractors, but others were involved. I mention Hallemann, Armstrong, and Kramer. These are three different sub-contractors, with Kramer doing the bridge. He has now gone belly-up, and we are going to come to that under a second part in this contract, and that is the contract of Sanco Construction. Hallemann has subsequently gone down the drain. I understand, Mr. Minister, that Sanco Construction, in the five or six years he has been in business, has been effectively able to put 22 sub-contractors out of business. This must be some kind of record for a prime contractor, to work so efficiently. Well, I will save that. I think he does it deliberately. Well, going back to Armstrong and Kramer, did they not go bankrupt? These three firms, as I understand it, encountered financial difficulties because of the practice of the private contractor. Whether the department was directly involved or not is not relevant. Difficulties which are encountered because of the prime contractor's refusal to pay, such as the difficulties Star and Nell are encountering—there is another new name—are The Department of Highway's concern, because they affect the whole development.

"Bridge construction." I believe there is a more important reason for the delay, that being that the prime contractor, as I understand it, sub-contracted his work to Kramer for \$18,000, when his own bid was somewhere in the neighbourhood of \$70,000, I am told. I was told more recently it was about \$48,000. I am told that the sub-contractor went bankrupt and that Sanco has now taken over. That is his ploy. He does not pay his people, and they go bankrupt. He takes over, and he reaps the benefits. That is having it both ways. Furthermore, I am told that there is a danger of what has been erected being washed away. I understand there is quicksand there. I do not know how true that is, but in looking over that structure, it looks pretty shaky at the present time. It is half built, and they have been working on it for four months now, and it certainly leaves a lot to be desired.

Well, Mr. Minister, because you and I disagreed on this, I contacted people in the area. I have a letter from one of the people who gathered some information. I am afraid he disagrees with you in many areas as well, having watched the whole thing from start to finish. He says:

I received your letter with a copy of the Minister's reply. I dare say that if the



police thoroughly investigated in the same manner as the district engineer, Mr. French, did, our jails would be empty.

That is pretty good for openers.

**Hon. Mr. Gomme:** Would you read that again?

**Mr. Martel:** Yes.

I received your letter with a copy of the Minister of Highway's reply. I dare say that if the police thoroughly investigated in the same manner as the district engineer, Mr. French, did, our jails would be empty.

Now, that is not a very high compliment, Mr. Minister.

**Hon. Mr. Gomme:** Yes, I would agree with you on that.

**Mr. Martel:** I do not think it is. But, having seen this job site, I cannot help but feel that there has been a tremendous amount of negligence by your department in that area.

I did not know there had been any investigation, except Reeve McDonald told me the gang had been on the carpet. My reply to the Minister is as follows: The statement that five blinking lights are placed at strategic spots is all bull.

He is a farmer by the way, Mr. Minister, so you will have to excuse him.

**Hon. Mr. Gomme:** Would you explain that please?

**Mr. Martel:** Well, he maintains that there were not five blinkers strategically located there and that anyone who says so is—

**Hon. Mr. Gomme:** I understand that. Well, I will leave it.

**Mr. Martel:** To continue:

I can see from my window down the road where there are three bottlenecks (short sections of one lane) and only one blinking light (14 short). There are several one-lane sections, and the number of blinking lights does not exceed ten. There are a number of yellow and black straight signs, but that does not reveal the length of any one-lane section at night. One evening the construction gang had quit work at 7 p.m. and they had left the bulldozer hooked to a packer, with the motor running. It was pitch dark, so about 7.30 p.m. I phoned one of the gang who notified the contractor and they came back to shut the motor off. The bulldozer and packer were left right there on the travelled portion of the road. No

light. No sign. A nice play toy for a young boy!

Now this went on. It went on regularly in that job, and these were people who watched it go on.

There were at least two power interruptions from blasting. The telephones were out on several occasions. I do not know what caused them all.

One of the best blasters here was asked to take over but refused as he did not want to be involved in the mess that had been made.

The school bus was late 50 minutes one day, which was caused by road blocks from blasting. The school bus was late on many other occasions due to the deplorable condition of the road. Children were bounced about, and mothers stood watching wondering if they would get home safely. There was, on many occasions, no flag men or signal men, and sometimes they were stationed where they could only be seen, from one direction. One motorist called the police, that I know of, as he almost had one of the big rock trucks back into him. On another occasion one of the truckers got out while his truck was being loaded and directed traffic. I saw this particular incident and a big backhoe was being used.

**Hon. Mr. Gomme:** Pardon me. I hate to interrupt you all the time, but did you read a statement there saying there were no flagmen stationed, and sometimes they could not be seen?

**Mr. Martel:** No, no, I did not say that. I said—

**Hon. Mr. Gomme:** Well, that is what I got. Read that again.

**Mr. Martel:** Well, you were talking to the Deputy Minister.

Interjection by hon member.

**Mr. Martel:** "There was on many occasions no flagmen or signalmen, and sometimes they were stationed and could only be seen from one direction." The Deputy Minister knows that I have a similar problem. There seems to be in northern Ontario a problem of getting the construction companies to put out flagmen, and I think the Deputy Minister recalls that I telephoned him in July about a similar incident on Highway 545. I drove through it just to see if I could get through and if there were going to be flagmen. There were front-

end loaders, there were big trucks but there was not one flagman used by the construction company, on the job.

**Hon. Mr. Gomme:** I am gradually getting into trouble hour by hour, the more you go on, with my own members, with all the roads that are being built in your area.

**Mr. Martel:** Well, do not worry about that.

**Hon. Mr. Gomme:** Well I have to worry about it.

**Mr. Martel:** Worry about this problem, Mr. Minister, because it is a serious one. Very very serious, and I say, unfortunately, it gets at some of your people, and I do not like doing this. I also do not like the conditions which I saw. Oh yes, here is one about the "section of the old road bed". I am talking now about point seven:

—had to be removed and the scraper started in the morning so I went to town and when I returned the road had been cut down at my entrance. I got back in by driving up the bank and onto my lawn. This was all right, I was aware that this was unavoidable and did not complain. One scraper got bogged down at my entrance and three big bulldozers could not get it out. It was necessary to leave the scraper there for the night and I was asked if it was okay, and I replied it was. The next morning a backhoe was used to unload the scraper before it could be removed. They moved all their equipment away from here. It started to rain and I had to lay down a boardwalk and cut steps in the steep bank so that the children could get through to the school bus.

As I say, it is as if rank amateurs were playing around there instead of a construction company that would force people to do these things, Mr. Minister.

I waited until 5 p.m. then contacted Mr. Reid, top man for DHO and asked him when I was to get a driveway. He said the contractor had orders to put one in, and he would see him. At 6 p.m. they started and the job was finished by 9 p.m.

**Mr. Ben:** A great bunch, eh?

**Mr. Martel:** Yeah, a real great bunch.

The original plan for the road level in front of my lawn and driveway was about 2½ feet lower than my property. I pointed out to Mr. Reid this would result in eight foot snow banks to keep my driveway open. Mr. Reid, and I presume some top brass,

decided to raise the level of the road due to the difficult type of soil encountered.

And he adds a snitch in the back. Now we get to the culvert, Mr. Minister.

One culvert was taken out and not replaced. Plans were to divert water along the road to another culvert. One thousand feet north, 300 feet south. Ditches were not completed when culvert taken out, resulting in Mr. Solminsky's field being flooded. Ditches are now supposed to be completed.

And he in brackets adds "poor job".

Road level raised, caused the necessity of having ditches eight feet or more deep to allow water to clear away from culvert removed. This type of soil erodes very easily and I expect the road will be damaged.

Now some of the problems:

My muffler was damaged, installed in April, and had to be replaced in September.

That is not very long for a muffler to last, I am sure you will agree.

Mrs. L. Clarke of Warren claims the condition of this road contributed greatly to her muffler having to be replaced. All cars passing through had two to three inches of sandy muck stuck to the bottom of their car, making it impossible to detect damage readily.

As I said, you drag right through, right to the axle, Mr. Minister, in place after place, there was just no packing.

I am not too sure about the sub-contractors—

And this is the second problem I want to deal with. Maybe the Minister wants to comment on the job itself and defend, I presume, his people. It might be just right, but I am saying that it is very, very poor.

**Hon. Mr. Gomme:** Might I say, Mr. Chairman, to the hon. member that I received his letter with all the points which he refers to, and I think he talks about the condition of the highway for through traffic and he says he realizes rain did not help it. I would go a little further than that and say the weather we had there really made this a tough job for the fellow to get on with. Now we have had the material placed on the road within our specifications and I was also informed that another contractor was using this piece of road while it was being built for hauling gravel for another contractor, and this of course was helping to upset the programme.



Now when you refer to the signing and the safety precautions I have been advised, I say, I was not on the job, but my district engineer was there, and he has given me the opinion that the instructions in the manual applied to this contract were carried out. When he was there as late as November 18 he said all flashing lights were in working order, and additional markers had been erected due to changes in the working area. Naturally they would not be in the same place all the time.

Now you refer to the utility disruptions. Our records show that there was one hydro break of four hours and a telephone break of 24 hours, due to the blasting. In one case the contractor was not responsible because the utility company did not bury their cable properly and it was unfortunate that the hydro break occurred at a bad time of day. Then we get onto the drainage problem, and the new alignment represents a shortening of approximately .22 miles over the old road.

In the circumstances, the drainage system was re-designed to permit changes in alignment, both horizontal and vertical. Under the revised layout one culvert was not replaced, since the drainage pattern in the area was split to take advantage of natural outlets on either side of the former location, and corrective measures were taken in several instances, to eliminate ponding. A ditch gradient was revised to permit proper flow. Topsoil stockpiles were changed to obtain direct drainage. I understand there were certain places where the earth was mounded until it was needed later on. That stopped the drainage. This was removed so that the drains would work properly. My engineer says that during his inspection trip the water was flowing in all ditches and all the culverts were functioning properly.

**Mr. Martel:** My visit did not coincide then, Mr. Minister.

**Hon. Mr. Gomme:** He reports no instances of water being backed up on private property. You have given a name there. I can have that one looked into, but our report was that there was not this. Now we get back to bankrupt sub-contractors. I have tried to point out to you that as far as the department is concerned there were only two recognized sub-contractors. If the sub-contractor got some other operator on an equipment rental proposition, we might not necessarily know that a man of that calibre was on the job. Of course, it is the same thing as if the contractor or a recognized sub-contractor bought material in the stores in

the town. We would not know where he bought this stuff. But if these people let us know these things then, of course, we can hold payments to see that things are looked after for them. So it is only natural that we would expect that they would do that.

I cannot tell you anything about the men you refer to—Halleman and Armstrong and Kramer, because they are not recognized by us as having been on the job. This is what I tried to point out. If they have any legitimate claims, they certainly can seek redress under the provisions of The Public Works Creditors Act. I mean, they have the opportunity.

You talk about the bridge, and the bridge construction. I cannot tell you anything about any deal that this contractor would make with a sub-contractor for the building of the bridge. But I can assure you that as far as the workmanship goes—you referred to quicksand and things like that—the bridge footings are keyed into solid rock. So we are not concerned about this. This is done properly. There is no danger of a major washout. Of course, the entire project is the responsibility of the prime contractor, and we have no facts available to comment on any arrangements between the contractor and a sub-contractor.

Delays to school buses: we talked about that before. There was only one recorded instance where the bus was held up for half an hour. You say 50 minutes—

**Mr. Martel:** They say 50 minutes. I am quoting their figures.

**Hon. Mr. Gomme:** Well, I do not know. My people say half an hour. That is neither here nor there. Then the piece of farm fence you referred to: I know it is the responsibility of the contractor. I presume that is repaired. We talked about the access to the private property. I guess there was some error on our inspector's part in not going directly to the man concerned, but he took the word of the contractor's superintendent that he had approached him.

I think I have gone over all the particular things which you referred to so far.

**Mr. Martel:** Fine. By the way, the fence is not repaired. There have been no repairs to the fence as yet.

**Hon. Mr. Gomme:** I am sure it will be—

**Mr. Martel:** It will be done. My major complaint, Mr. Minister, is that I do not think that the construction should have been allowed to proceed in this manner. It was



unsafe. It left a good deal to be desired by the people who had to use it. I do not think anyone likes to drag the bottom of his car across pothole after pothole that is filled in with mud. Certainly, I have driven the area many times. I know that I would not have wanted to have driven that at night. When you mention things like a bulldozer being left right in the right of way—the whole job, Mr. Minister, was sloppy. That your people would allow the conditions to deteriorate so badly, and I say this from first-hand visits, spending almost the whole Saturday there. The drains, I know the engineer said they were all right. I watched, I looked at the water just sitting there with the culvert leading into the farmers' driveways. The water 1½ to 2 feet below the culvert. I saw all this first hand, Mr. Minister.

**Hon. Mr. Gomme:** But I am advised that this has since been adjusted.

**Mr. Martel:** Well, that is fine. But it should not have been allowed to deteriorate so badly. That is why we have people in your department to ensure that such a performance does not go on. You do not like sinking to the axle. You do not like water flooding your land. You like to have enough signals to indicate danger. You do not like a bulldozer sitting right in the right-of-way all night without a sign or a light in front of it. This is what I am driving at Mr. Minister.

There was a rather bad slip-up somewhere in allowing it to go that way, Mr. Chairman. I talked to a couple of sub-contractors who tell me as much as three feet of fill at a time was being put in. Maybe this would account for it. Not just the rain, but the fact that three feet was being put in at a shot, rather than so much and then packing it, which I believe is the usual practice. Then this situation might not have developed. The rain might have contributed to it in some degree, but not the deplorable conditions which ran for three miles.

I want to deal with Sanco himself, Mr. Minister. I want to quote from your predecessor who some years ago—the questions I believe came from the hon. member for Downsview and questions the year before from the hon. member for Windsor-Walkerville.

**Hon. Mr. Gomme:** Are you on my side?

**Mr. B. Newman:** I do not know. Wait till I hear the questions.

**Mr. Martel:** When they were questioning about a problem I am going to bring up a little bit later, as to how the sub-contractors were protected, they had assurance, on two consecutive years, that a contractor, a prime contractor, would not be paid. There is a hold back, as I understand it, and he would not be paid the hold back until such time as The Department of Highways was assured that the sub-contractors had received their payment. Is this right?

**Hon. Mr. Gomme:** This is right.

**Mr. Martel:** I just wanted to establish that Mr. Minister. I know that the hon. members for Downsview and Windsor-Walkerville, on behalf of the company I will be talking about later on, brought this up. In the case of Star-Nell, who is one of the two recognized sub-contractors working for Sanco, Star-Nell has not been paid since August for blasting. This is part of the game that Sanco, I believe, played with the various sub-contractors. I am told that in his years doing work for The Department of Highways he was managed to sink 22 sub-contractors. He plays a rather interesting game.

**Hon. Mr. Gomme:** Was not this particular sub-contractor in and laid his claim before.

**Mr. Martel:** Right.

**Hon. Mr. Gomme:** Well, he is protected.

**Mr. Martel:** No, he is not, Mr. Minister. I will give you an example of why he is not. I will read you a letter, to show you why he is not protected. It is a letter—a copy was sent to me—addressed to Mr. Lionel Guy, who is the sub-contractor, the owner of Star-Nell:

Further to our letters of October 30 and November 12 in connection with your contract with our client above-named. We understand and have been advised that you are not proceeding to complete the required work as required by your contract. We hereby give you notice of our client's cancellation of your contract for failure to perform and require that you leave the job no later than November 20.

This was last Friday, Mr. Minister. "Our client proposes" and I believe I mentioned this to you earlier, that this is what he would do, and he has done it.

Our client proposes to take over your sub-contract itself and to complete same. And this is the game that Sanco plays. He

puts the sub-contractors in a position where they cannot afford to pay their creditors. They have trouble collecting the money they need from him. When they raise Cain with him, he allows it to continue until such time as he tells them, "I am not satisfied with your work, ball game over." He gets his lawyer to write them a letter telling them to get off the job. That is what he has done. I believe I mentioned this to the Minister two weeks ago that he would do this to Star-Nell as he has with other sub-contractors namely Kramer, Halleiman, and so on, and true to form on November 20, Star-Nell was advised to get off the job. Now he owes Star-Nell money from August 20 on. Somewhere between \$10,000 and \$20,000.

I believe the contract called for 27,000 yards of blasting. They are now down to 1,600 yards and it took them all that length of time to discover that Star-Nell could not do the job. I think this is a lot of bunk. The cheque I mentioned to a Mr. Muir of \$2,700 which I overheard would be honoured. When Star-Nell went to cash it it was cancelled, and the actual payment for the rock blasting has not been paid in over three months today or on Friday—three full months.

Is the sub-contractor, Mr. Minister, supposed to protect himself from some shyster like this who makes a practice of putting small sub-contractors out of business by this sort of performance. As I say, I indicated to you earlier, and I believe, Mr. Muir, that this is what would happen, and it has happened true to form. Now how is a prime contractor allowed to put 22 sub-contractors out of work. I believe he took over the complete Gerrard Construction in northern Ontario, which was one of the major firms in northern Ontario.

He now owns Gerrard Construction lock, stock and barrel by I am told this same approach. I think this bird has got to be investigated, pretty thoroughly, Mr. Minister, to determine just what kind of game he is playing, because all the signs were there that he sets these people up and holds back payment and then he says, get off the job, you are not doing proper work, when it is near completion.

Who derives the profit? He gets it both ways. His own profit that he would make on the sub-contractors who work for him, and that share of the sub-contractor's work which is not completed, when it reaches that stage when it is nearly completed. Now how long will it be able to go on? I understand that this same outfit has, I believe, three

more contracts awarded to him. Now am I wrong—that he has contract 69102, 69125, 6975—and I think the one he is on in Warren is 6957?

Hon. Mr. Comme: I do not have those numbers here, but we have made a list of them.

Mr. Martel: Well, Mr. Minister, I think I would like to know before these estimates are over if he has these contracts. I would like to be assured that the way he has done the Warren Construction that this will not be permitted in the future if he is allowed to have any more contracts. I would like to be assured that he is going to treat the sub-contractors with a little bit of integrity instead of trying to sink them all, one after another, as apparently he has been so successful in doing. I would like some assurance of this before these set of estimates are completed.

I also understand, Mr. Minister, that this is the same bird Sanco who in the Long Lake area would wash out the back of his trucks when paving was going on, with oil and so on and then would dump it on the surface and all of this material ran into Long Lake, contributing to a problem I believe that The Department of Health investigated two or three weeks ago in the Long Lake area. He is the same bird pulling this sort of stunt right in the immediate area of Sudbury.

Possibly you could advise me if this happens to be the same Sanco Construction. I would like some assurance that Mr. Guy gets the \$20-odd thousand that he is entitled to. I think that after doing, say 25,000 yards, that it was rather late in the game for Sanco to realize that with only 1,600 yards left that Star-Nell could not do the job. I really want this outfit investigated.

I am asking for the Minister's assurance that the points I raised will be investigated and if this is the way this man is going to do construction, the way he is going to treat sub-contractors, the way he is going to dump effluent oil—I understand they wash the backs of the trucks with oil, is that right, once they have carried paving?

If he is going to dump that on the surface and let it run into the water, that this man not be given another contract by this department. I do not think he has shown any sign of carrying on business in a legitimate fashion or with any interest in protecting the driving public or the people who work for him, and I want some assurance that this bird has had the biscuit.



**Hon. Mr. Gomme:** Well, in reply to the hon. member, he talks about Star-Nell, and as he admits Star-Nell was in to see our financial controller, and he was advised of the procedures he could take to get his money, and he was provided with forms to be filed with The Department of Highways, and to the best of my knowledge he has never filed these with us yet.

**Mr. Martel:** Well, Mr. Minister, I have been attempting to set up a meeting through Mr. Muir's good office with Star-Nell and Sanco, hopefully tomorrow, or Thursday, but I might just say what good does it do him now, Mr. Minister, when he does raise a little bit of . . . Well he refused to succumb in a gentlemanly fashion to Sanco. He gets this sort of notice to get off the job, the very thing I was fearful would happen, and cautioned Mr. Guy about that—this could happen and in fact has happened. He is off the job, as of last Friday.

**Hon. Mr. Gomme:** I would think that he would take the measures to protect himself by filing the claim with us.

**Mr. Martel:** Well it was hopeful that a meeting could be arranged sooner according to Mr. Muir but—

**Hon. Mr. Gomme:** But what harm would it be to get this claim in? Meeting or no meeting?

**Mr. Martel:** I do not know if he has put in a claim, but—

**Hon. Mr. Gomme:** No, but he was given the forms to file, and he has not done this. I cannot understand why he has not done it. This is all I am saying. We have tried to help him. Now I think you are making quite a case for this construction company—

**Mr. Martel:** I am deliberately making a case against the construction company.

**Hon. Mr. Gomme:** I do not know them from a load of hay. Do not get me wrong, I am only pointing out the other side of the coin, that this fellow was guided in the proper way that he should go to protect himself and he did not do this yet. Now he should do it.

**Mr. Martel:** Mind you, he is waiting for this meeting with Mr. Muir.

**Hon. Mr. Gomme:** Well—

**Mr. Martel:** But you cannot say that—

**Hon. Mr. Gomme:** If I was in his position I would not be waiting for a meeting. I would have that filed.

**Mr. Martel:** Well he met two weeks ago with Mr. Muir.

**Mr. Stokes:** What would happen if he did file a claim?

**Mr. Martel:** Well if he filed a claim, what would happen if he filed a claim? Would it not have to go to a board?

**Hon. Mr. Gomme:** We would hold the money.

**Mr. Martel:** You would hold the money?

**Hon. Mr. Gomme:** Yes. As a result of what the hon. member says, there is going to be a meeting, but if the man had the claim in and it was settled to a satisfactory degree between the two of them I presume nothing would happen.

**Mr. Martel:** Well, Mr. Minister, nothing—

**Hon. Mr. Gomme:** But he would have the protection in there.

**Mr. Martel:** Well, nothing—

**Hon. Mr. Gomme:** This is all I said.

**Mr. Martel:** But your department has known now for almost a month that Sanco has not paid his bills. I first drew this to the attention of your department at least two weeks ago. I hope that Sanco has not been given any money. The conduct of this company, Mr. Minister, leaves so much to be desired. I saw the cheque, as did Mr. Muir, for \$2,700 and then they were advised that it was cancelled. In good faith Star-Nell tried to cash this. Now I do not know Star-Nell either, Mr. Minister. He came to me—

**Hon. Mr. Gomme:** Well I do not know either—

**Mr. Martel:** —as a last desperate resort.

**Hon. Mr. Gomme:** That is right.

**Mr. Martel:** He has seen three other subcontractors fall the same way that he himself was fearful—

**Hon. Mr. Gomme:** But you must admit when you telephoned me and said he was coming, I arranged that he go to the right place to get the proper advice to protect himself.



**Mr. Martel:** My argument on this point, Mr. Minister, with you is—I am just trying to make a case that if Sanco has any more contracts he just does not get them and that the sub-contractor be given the money he is entitled to, and this sort of hanky-panky discontinue, because Helleman went broke with them. Kramer, who is constructing the bridge, went broke with them, and one other outfit went broke leasing him material. And this is the fourth one. He is doing pretty well, would you not say on this job alone? I mean, he must be maintaining his average if he has got roughly 22 in the last four or five years. His average is holding true to form, is it not? You have to agree to that, would you not?

**Hon. Mr. Gomme:** No, I would not agree.

**Mr. Martel:** No, I did not think so.

**Hon. Mr. Gomme:** But I hate to even read anything or talk about—

**Mr. Martel:** Well I have this from the lawyer.

**Hon. Mr. Gomme:** —the other side of the coin. I mean, I have a letter from a rental equipment company that was doing business with Guy of Star-Nell and one paragraph stands out. He says that Mr. Lionel Guy of Star-Nell is without doubt the most impossible businessman we have ever had experience of dealing with and it will be our pleasure never to deal with him again.

**Mr. Martel:** Right. What has that got to do with the case, though, he owes \$9,000. There is no disputing that. He owes \$9,000 to various people for rental of equipment, and so on. How can he pay it, Mr. Minister?

**Hon. Mr. Gomme:** But why does he not protect himself with the very vehicle we told him to use? This is what I cannot understand.

**Mr. Martel:** That is only in the last 1½ weeks.

**Hon. Mr. Gomme:** No, it is more than 1½ weeks. Yes, it is more than that.

**Mr. Martel:** It is two weeks Wednesday.

**Hon. Mr. Gomme:** I think it is longer than that.

**Mr. Martel:** Two weeks Wednesday.

**Hon. Mr. Gomme:** But what has he done in this time?

**Mr. Martel:** No, but I see you sitting there and saying, "What has he done?" What have you done about Sanco's whole performance on the job, which was deplorable, and what have you done about his performance with various sub-contractors. Why has not the department kicked this bum off the job for that type of performance that is going on in the area.

**Hon. Mr. Gomme:** I will say this, that his work is up to schedule as far as we are concerned.

**Mr. Martel:** Not bad ones.

**Hon. Mr. Gomme:** All right, just a minute, but at the conclusion of jobs such as this, we may recognize the very things that you are talking about. I mean, we may see these things, and that may have a great effect on his rating, and on whether he is able to qualify for bidding again. This is the way we handle this, and the other thing you talked about contracts that have been let since 6957 is the one we are referring to. There was one contract since that, it was contract 69124 awarded September 25, 1969. My information is that this is the only contract he has been awarded since this one.

**Mr. Martel:** Well, as I said, I have these other members, Mr. Minister.

**Hon. Mr. Gomme:** Well, I am going to check those numbers but this is the information that I have. But I think the hon. member has made these points and I think I have got to admit that this fellow is not one of our best contractors in the province of Ontario. But I have also got to repeat what I said before that at the conclusion of this, his performance will certainly—

**Mr. Martel:** Hopefully, I just want to wait—

**Hon. Mr. Gomme:** Do not say, hopefully, it will be final.

**Mr. Martel:** Would the Minister be so good as to, when he finishes this analysis of this man's performance—would he give me, what shall I say, a report, a copy of the report?

**Hon. Mr. Gomme:** Well, I hate to make a promise like that, you might put that in the same class as the five-year forecast.

**Mr. Martel:** I thought I would ask, anyway. One last point then, you know, if The Department of Highways could wait to remove a guy or a man from doing a contract,

it is too bad Sanco could not. I will leave the other case till later, I am a little tired.

**Mr. Chairman:** The hon. member for Glengarry. May I mention before you begin, Mr. Villeneuve, I understand there is going to be a vote in the House at 5.45 p.m. and I think we have time to hear Mr. Villeneuve. Then we will adjourn until 8.00 p.m.

**Mr. O. Villeneuve (Glengarry):** Mr. Chairman, I will be very brief with Mr. Minister. I want to speak on the location of Highway 417 in particular since 25 miles of that is going to go through farmland of my constituency. Mr. Minister, it is generally traced now pretty well where the line will be and the people affected, but I understand it is rapidly being finalized by your surveyors and engineers.

What I would ask for is this: At the earliest date possible that your appraisers would contact these people directly affected and try to arrive at a settlement because, after all, some of these people that are being disrupted have lived there for five or six generations. Naturally, they are not wheeler-dealers, and not people that move around too much. It is not just as easy as it appeared to many of us, in particular, acquainted with urban dwellers. It does not disrupt them too much, they sell their property and buy another.

These people have been stationed there for, as I say, generations, and to leave there is not an easy thing. Nevertheless, when they have a general idea, a year or even two years in advance, of approximately how much they are going to dispose of their property for, then it gives them sufficient time to look around and try—for those who want to continue farming—to relocate themselves in the neighbourhood.

Some of these people are elderly, 50 and 60 years old. It does not matter too much to them. Many of these are not going to go back to farming. They are going to perhaps buy a small dwelling in a small village or town within the area and locate there for a permanent home. But there are people with families who are not accustomed to being disrupted.

Now, they are going to have to make up their own minds whether they want to continue to farm. They must appraise the situation properly, take sufficient time to know whether they should have a sale and sell out their chattels—livestock and farm implements. This is not done by most people in their category within a matter of a few months. It takes a long time for them to decide and

appraise these things carefully. I do make a plea on behalf of them when you know where the road is going to be traced finally to send your appraisers into the field and make a settlement.

While I am on the subject, sir, as you know in the Prescott area close to the Quebec border there is a predominant French population. It is attached to Glengarry, but East Hawkesbury township I speak of now is in my constituency. Although these people can express themselves in the English language, they are much more at home in their maternal tongue, as far as transacting business, which is French.

Now I am not asking you to send a lawyer, because right away, you are going to make them suspicious, and I am not saying that to be unkind.

**Mr. B. Newman:** You know that it is true.

**Mr. Villeneuve:** They realize that here is a professional man. "He's too smart for me." But I do say I can understand that the majority of your professional men who are appraisers, naturally, would be Anglo-Saxons, but as you get one or two good men who have the confidence of the community, who could just act as interpreters, to explain things in detail to these people, and let them know that they are not being taken. And they will understand, you know that as well as I do. You must have some local people to explain detail.

In fairness to them, after all, they want to have somebody that they can have confidence in. I sat in the Federal House in Ottawa, and I got blamed for Hydro settlements in Prescott County. You know when a farmer is 55 or 60 years of age, when he comes to talk business with a stranger, he is not satisfied to have an appraiser come with his secretary who is an 18 or 19-year-old girl to interpret business that he wants to keep private. He has much more confidence in somebody who is mature or thereabouts near his age. These are all little things that spread harmony and good public relations and I am interested to see at the earliest date possible, to try to start appraising this land that you are going to have to take over, because many owners, as I say, are going to be dislocated for the first time in their lives.

Another problem that confronts us right close to that area is that large airport that is going to be built north of Montreal is within 20 miles of the Ontario boundary. Some of these farmers affected in Quebec right now are scouting around seeing where there are

farms available to buy. It will be more beneficial for yourself as well because once that is finalized and these people come in there, they have milk contracts within 50 miles of Montreal and they are going to locate someplace in the area. But my primary concern right now is that these people have sufficient time that they can re-adjust themselves and be happy with the effect.

**Hon. Mr. Gomme:** I can assure the hon. member that as soon as we have the line finalized we will alert their property people to get in there and start to acquire property. There will be a perfect opportunity for people in either French or English to deal with us. You referred to lawyers. We pay their legal

fees. I mean they have the opportunity to go and get legal advice, and we pay for that.

Interjection by an hon. member.

**Mr. Chairman:** Gentlemen, we will recess until 8 p.m. tonight.

**Hon. Mr. Gomme:** I wonder, Mr. Chairman, if I might have one second. Three of the contracts which the hon. member for Sudbury referred to are not by this company at all—69125 is by Armitage Ontario, 69102 is by Siegmiller and 6975 is by McCarthy Burge.

It being 5.45 o'clock, p.m., the committee took recess.





# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Highways

Chairman: Mr. Paul J. Yakabuski, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Monday, November 24, 1969

Evening Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Monday, November 24, 1969

Road Construction, continued	
King's Highway System .....	S-615
Motion to adjourn, Mr. Chairman, agreed to .....	S-637

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Highways and Transport Standing Committee

MONDAY, NOVEMBER 24, 1969

### ON THE ESTIMATES— DEPARTMENT OF HIGHWAYS

The committee met at 8 p.m. in committee room 1.

**Mr. Chairman:** Gentlemen, before we begin to go ahead with vote 903 tonight, I wanted the feelings of the committee as to how long we should sit. The previous committees—agriculture and education—sometimes sat until 10 p.m., and sometimes until 10.30 p.m. Now you realize I ran into a bit of confusion here on Thursday night, so I thought we would clear that up right at the outset and know just how long we were going to sit.

Interjections by hon. members.

**Mr. Chairman:** Is 10 p.m. an agreeable hour?

**Mr. B. Newman (Windsor-Walkerville):** How many more sittings do we have, Mr. Chairman?

**Mr. Chairman:** Well I have not actually—

**Mr. B. Newman:** May we have, not do we have.

**Mr. Chairman:** There is a possibility of six, a possibility. Five.

**Mr. B. Newman:** Counting tonight's as one?

**Mr. Chairman:** No, that is another—

**Mr. B. Newman:** Five more, after tonight?

**Mr. Chairman:** Of course, there are rumours of it being all wound up tonight, I do not know.

Interjections by hon. members.

**Mr. Chairman:** So we are ready to get on with it tonight, Mr. Newman?

**Mr. B. Newman:** Thank you very much, Mr. Chairman. May I suggest at the outset, Mr. Chairman, that you not allow any speaker to bring up more than one topic, so that each speaker here has an opportunity

to get that something on the record that he wishes to get on the record. I have about a dozen different topics, but I will start off then by covering only one topic, ceding the floor and letting someone else have an opportunity. Mr. Chairman, the topic that I want to bring up is—

**Mr. Chairman:** Excuse me, Mr. Newman, I think your suggestion is well taken. I realize this afternoon we had some nine, ten, 11 people wishing to voice an opinion and we used up most of the afternoon and got around to very few of them. I think your suggestion is well taken and we will try to watch it as closely as we can.

**Mr. B. Newman:** I do not intend to try and curtail anyone from speaking, Mr. Chairman, but there are five more sittings after tonight, so that the individual, if he wishes to cover more, has the opportunity to do so.

I wanted to talk on the St. Clair Parkway. It is quite a few years now that this has been brought up with the department. The Minister probably knows the history of this topic. It is well over 25 years now that it was originally contemplated being a Blue Water Highway extending from Sarnia all the way down, skirting the St. Clair River, Lake St. Clair and the Detroit River, ending up at Amherstburg, and continuing from Amherstburg following Highway 18 to Highway 3 and eventually ending up at Niagara Falls.

May I ask the Minister of Highways (Mr. Gomme) if he has any moneys set aside in his budget this year for the purchase or option of any properties along the proposed or intended route? At the same time may I ask him if there is any planning concerning this parkway?

**Mr. Chairman:** Mr. Newman, you pointed out to me that the St. Clair Parkway was covered under vote 901.

**Mr. B. Newman:** I was told to bring this up at this time. I brought it up under 901



originally, and was asked to bring it up under new construction.

**Hon. G. E. Gomme** (Minister of Highways): Do I understand the hon. member wants a list that is set aside for capital purposes?

**Mr. B. Newman**: I wanted to know what further development and planning has taken place concerning the St. Clair Parkway. We know how far it does extend now. Are plans in the making to extend it so that it actually does reach Amherstburg?

**Hon. Mr. Gomme**: As far as I can tell the hon. member there are no plans for extension past the area which has been defined in the St. Clair Parkway bill, and that is what they are working on now.

**Mr. B. Newman**: As far as you have now, it remains as such. You are simply going to develop the planning that you have today, and there is nothing in the budget for a proposed extension of the parkway?

**Hon. Mr. Gomme**: No.

**Mr. B. Newman**: Thank you, Mr. Minister.

**Mr. Chairman**: Mr. Bernier.

**Mr. L. Bernier** (Kenora): Well, Mr. Chairman, I want to direct my few remarks to the town of Kenora and the bypass through that community. If I could just put a little preamble before the question I am going to ask. I would like to point out for the record that for the last 20 years the municipal people in that community—planning boards and the chamber of commerce and the other interested citizens and groups—have been attempting to find and suggest a way to correct the traffic congestion and, of course, the dangerous traffic that exists in that particular municipality.

There have been a number of proposals—a number of very fine suggestions. Some have been rather expensive, but I would point out that after the visit of the former Minister of Highways, who met with the mayor of the municipality of that particular community—he suggested at that time that a traffic study or a transportation study be implemented in the immediate Kenora area to study the whole transportation situation, and suggested that the department would assume 75 per cent of the cost, with the municipality, of course, picking up the balance. The particular study would be the property of the local town council and then they could in turn make a recommendation from that particular report.

This study was undertaken—a very thorough study. Indeed, I might add, Mr. Chairman, it went on for one and a half years and it examined all the lines of traffic and the various traffic patterns that were current in the town of Kenora. For those members who visited the great Kenora area during the members' tour, I am sure they became very, very aware that there was a need for some improvement in traffic patterns in that municipality. We have the Trans-Canada Highway going right down Second Street around to Second Street and on to Keewatin and on into Winnipeg going east to west.

**Mr. Martel**: That is not what you said this afternoon. You told me the roads were all good.

**Mr. Bernier**: Sure the roads are good, but we have a traffic problem here which we are going to correct.

**Mr. E. W. Martel** (Sudbury East): You have no problem—

**Mr. Bernier**: Well if you would listen.

**Mr. Martel**: You had no problem this afternoon at all.

**Mr. Bernier**: I listened to the hon. member for Sudbury East all afternoon and he repeatedly—

**Mr. A. Carruthers** (Durham): Let the hon. member go ahead.

**Mr. Bernier**: In fact, Mr. Chairman, he makes me make this statement right now. We have a lot of expensive help here this afternoon and a lot of important people, and had the hon. member for Sudbury East confined his remarks with a little more clarity and been more specific and to the point, I think we could have added a few more thousands of dollars to the department's estimates. He may then be able to get those little bridges, those small culverts—and little driveway that he was worrying about very, very, very easily.

**Mr. C. G. Pilkey** (Oshawa): If you had taken—

**Mr. Bernier**: Listen, I would say he has wasted the—

**Mr. Pilkey**: —wasted out there—

**Mr. Bernier**: —committee's time. I am sure that the other hon. members will agree with me when I say he wasted a considerable amount of the committee's time with his nit-picking.

Mr. Martel: I enjoyed it.

Mr. Bernier: But if I can get back to the subject I was discussing, Mr. Chairman. The traffic study was completed after a year or two years of very intensive study. It was presented to the town council and with the assistance of their planning board and the chamber of commerce the recommendations of this particular study were accepted. They made a very detailed brief, a copy which I have here this afternoon. They came here last June and made a very detailed presentation and a very impressive one to you, sir. In this brief they asked that The Department of Highways accept 100 per cent of the cost for the realignment of this recommended controlled access route. I am pleased, and certainly I want to thank the hon. Minister and his department for agreeing to accept 90 per cent of cost with the municipality responsible for the balance. Since that acceptance was made by the local officials, and there has been a considerable amount of objection within the municipality itself. There have been a number of letters-to-the-editor in the local press, some suggesting that the route is not the correct one. Some have suggested that the route should be delayed. Some suggested that it should go south of the town, hopping across the beautiful islands of the Lake of the Woods. Others have suggested that a bypass should be made through the town of Kenora to the north, at a very costly expense of course.

I would point out to you again, sir, and to the members of this committee, that a great deal of time and study went into the proposal that has been suggested. It was very strongly pointed out in the traffic study that 90 per cent of the traffic problems in Kenora today are due to internal traffic congestion. In other words, only 20 per cent of the traffic is through traffic. Therefore, there was a problem that had to be dealt with immediately.

I have two specific questions that I would like to have placed on the record for those people back home. I am sure they will be very interested in this development.

Before I go any further, I want to point out that the suggestion or, of course, the acceptance of the proposed route down Eighth Avenue and Second Street or down around the CPR is only a proposed one. I understand that there are further studies taking place right at this very moment. Nothing has been signed. Nothing has been firmly agreed to, except agreement in principle.

The question I would like to place here this evening is: Can we have some intelligent estimate placed on the record as to the cost of a by-pass that would go round the town or the municipality of Kenora, using the southern route, which would be across the beautiful islands of the Lake of the Woods, compared to the cost of a by-pass that would go to the north of the municipality of Kenora in the township and around to the west of Keewatin then compare these to the route that has been suggested by the traffic study which will amount to about \$1,435,000? Could the Minister give us those figures and does he have something which he could place in the record?

Hon. Mr. Gomme: Well, the estimates we have of the bypass, the one you refer to, is 12 to 15 miles, and the cost is \$15 million to \$20 million.

Mr. Bernier: Is this the north route or the south route?

Hon. Mr. Gomme: The south.

Mr. Bernier: This is the south. Do we have a figure to go across the islands?

Hon. Mr. Gomme: There is Eighth Avenue north over the railway through the rail yards. Is this the one you mean?

Mr. Bernier: No, I know what the cost is, sir. I have an estimate. I was thinking of a proposed north of Kenora and one that has been suggested that would come south of the town.

Hon. Mr. Gomme: Across Lawrence Lakes—across the railway also through the mill yard?

Mr. Bernier: No, no. Something that would take us quite a bit south of the town of Kenora?

Hon. Mr. Gomme: Is that the line across Coney Island?

Mr. Bernier: Yes, that is correct.

Hon. Mr. Gomme: It would cost \$3.5 million.

Mr. Bernier: Three and a half million? That is what it would cost to bypass the town of Kenora to the south?

Hon. Mr. Gomme: That is right.

Mr. Bernier: And \$15 to \$20 million to the north?



Interjections by hon. members.

**Hon. Mr. Gomme:** The Coney Island one is still fairly well in the town. It is not a complete bypass.

**Mr. Bernier:** No, the one we are suggesting now goes through the centre of the municipality. That is about \$1.5 million.

**Hon. Mr. Gomme:** Yes, that is right, including property.

**Mr. Bernier:** Including property, yes. The one I am trying to find a cost for is a possible route to the north, going into the township of Jedford Ellick north.

**Hon. Mr. Gomme:** A complete bypass either south or north would run from \$15 to \$20 million.

**Mr. Bernier:** Either way?

**Hon. Mr. Gomme:** Yes, completely outside of the city.

**Mr. Bernier:** Completely. Well this is very good. I just wanted to have that on the record because it is quite a controversial issue in the town of Kenora at the moment and we are going to have municipal elections this year and this will be of vital interest to the people back home.

One other question sir, with regard to the Trans-Canada Highway going through the immediate Kenora area. Is the construction of the Cameron Bay bridge. . . . We have a number of recently completed bridges in the immediate Kenora area, which is something for which we are thankful and very, very proud of. But we have the Cameron Bay bridge which is in dire need of replacement as you are well aware.

Now there has been a suggestion in the Kenora area that there is no need of a bridge at this particular site. It skirts a very large bay but there have been suggestions that you will straighten the Trans-Canada Highway at this particular point and a lot of the ballast or rock fill could be pushed in and used as a causeway. This would be considerably cheaper than building a 140-foot bridge.

I have heard some comments that because of the depth of the water at that particular point and because of The Navigable Waters Act, it would be unfeasible and not possible to construct such a project economically. I was wondering, could we have an estimate or some expert advice as to the cost of placing a bridge in this particular area, as compared to filling in for a causeway?

**Hon. Mr. Gomme:** We have not got the figures on a causeway but we could get it. But the length of the bridge has been reduced to 175 feet from the original 375 feet. So it is going to be a much shorter span.

Interjections by hon. members.

**Hon. Mr. Gomme:** As a point of interest, it is not a river. There is a bay in there and a mill pond and we are going to reduce the entrance by that much.

**Mr. Bernier:** One expert said it would be much cheaper to build a bridge than to fill this very deep bay for a causeway.

**Hon. Mr. Gomme:** Well, of course, we have to make arrangements with the mill company. They are still using that pond and they have no intention of giving it up that we know of.

**Mr. Bernier:** But the argument is, should we be building a bridge just for the benefit of a paper mill? Now this is the argument. If it is going to cost the province more to build a bridge, we then should either be looking at a different form such as a causeway—

**Hon. Mr. Gomme:** We do not have the figures on it but I am informed that the causeway would be more expensive.

**Mr. Bernier:** Would be more expensive?

**Hon. Mr. Gomme:** And I think there would be a good deal of expense in compensation to the mill. It would deprive them of their rights to this water.

**Mr. Bernier:** Because of the long term leases?

**Hon. Mr. Gomme:** This would be part of it.

**Mr. Bernier:** Mr. Chairman, if I may be allowed to branch away from this particular area for one moment. The hon. member for Rainy River (Mr. T. P. Reid) is not here and I am sure that he would want me to bring this matter up.

It is in connection with the international bridge at Fort Frances.

**Mr. B. Newman:** Mr. Chairman, this is just what I suggested we do not do.

**Mr. Bernier:** If it is out of order then—

**Mr. B. Newman:** I had other topics that I could have brought up.



**Mr. Bernier:** —I will adhere to the—

**Mr. Chairman:** Mr. Bernier we will put you down again. Mr. Haggerty.

**Mr. R. Haggerty (Welland South):** I have a letter here and I would like to read it into the records. Then I will start my topic from there.

The writer and other interested persons in the Welland provincial riding—and for that matter everyone interested in the area's affairs—has been critical of The Department of Highways' planning and construction—particularly in regard to the city of Welland. Some of the following comments may be relevant for your purpose, but they will provide an opportunity for informing you of the department's policy in this area.

Highway 406 originally planned as a non-access arterial highway was to provide the Niagara Peninsula with a north and south route serving Port Colborne and surrounding area, Welland city and the surrounding area, and Thorold town with access to the Queen Elizabeth. The highway was commenced approximately six years ago and the first stage of the construction was from the absolute core of the city of St. Catharines to the top of the Niagara escarpment, terminating at the Welland county line.

Stage two, approximately two miles in length, will take the highway from the top of the escarpment to an area in the middle of nowhere to the new Thorold town. This is hooking up with the tunnel development—the new tunnel at Thorold Town.

Under regional government—

Since originally drafting this letter—

—The Department of Highways announced recently its completion by the end of the year 1970. In approximately 1955 what was then known as the west side road, a two-lane non-access highway was constructed from the north limits of the city of Welland to the south limits of the town of Port Colborne. There was sufficient road allowance for a four-lane highway, but because of the canal relocation, we understand that Highway 406 will be located on the east side of the canal, linking up with Highway 3 extending westerly from Fort Erie to the outer limits of the Town of Port Colborne.

Stage three: Niagara Street north in the city of Welland, from Thorold Road for

approximately two miles has been widened to a four-lane road with no medians and no doubt will ultimately be bounded by fully commercial development on both sides. The consequences of planning and staging the foregoing project has resulted in the following:

One: Highway 406 is completed and the present route terminates in the city of St. Catharines. It would be appreciated if you could ascertain what the department's plans are, if it has any for continuing Highway 406 to provide access to the Queen Elizabeth Highway. The route passes through the city of St. Catharines and this unquestionably is the most expensive route.

Two: The population served by the proposed north-south route will be approximately 170,000 people. For example, we are including Niagara Falls in the Fort Erie area from our region. All of the north-south traffic during the course of construction, and the Merrittville Highway as of now travels through the new town of Thorold, and this highway has one of the highest accident rates for any thoroughfare in the Niagara Peninsula—

—and I think the Minister is well aware of this situation.

Well, no doubt, Mr. Bukator, the MPP for Niagara Falls riding, and other interested persons will bring the following two matters to your attention. We wish to assure you that the motorists of this riding are concerned about the foregoing:

One: there are at least six overpasses.

I think there are eight I counted coming over today from Prudhomme's. There is another one they have already staked out for another proposed overpass. So there are eight and possibly nine presently under construction on the Queen Elizabeth Way between the city of Hamilton and the town of Grimsby, with service roads.

On the assumption you are familiar with geographic areas. Example: practically no land to be serviced on the lake side of the Queen Elizabeth Highway. We question why an overpass has not been built on one of the busiest intersections in the province of Ontario, namely the junction of the Queen Elizabeth Way at Dorchester in the city of Niagara Falls, which is still served by an obsolete traffic circle.

The same situation, we submit, exists on the Queen Elizabeth Way at the junction of Highway 8, just prior to the entrance to the Burlington Skyway. The amount of

traffic, particularly in the tourist season in these two traffic circles is almost equivalent to the rush traffic in any urban area. In the spring of this year the writer travelled Highway 401 from Windsor through to London and was astonished at the number of overpasses being built on Highway 401 between Windsor and London, serving what, at that time, appeared to be gravel roads running at right angles to the 401.

We respectfully suggest that moneys expended on these overpasses, example: on the Queen Elizabeth in the Hamilton-Burlington area and Highway 401 in the Windsor-London area would have served the public of southern Ontario, the tourist industry, and reduced the number of accidents at the two aforementioned traffic circles. Our question is therefore why these overpasses, supposedly for future planning, are being constructed at this time when the department should be more concerned with solving problems of the immediate need.

I believe this letter pretty well conveys my thoughts and views on the matter too, Mr. Minister.

We come to the area of Fort Erie, Ontario. Going to the newspaper headlines of April 16, 1969:

#### HEARINGS ON CONTROLLED QUEEN E. ACCESS ARE ADJOURNED

FORT ERIE: The Ontario Department of Highways may be within ten miles but also several years away from making controlled access on the Queen Elizabeth Way from Toronto to the border city a reality.

Yesterday, Ontario Municipal Board members tossed the ball back into the department's lap at the close of a hearing on Highway Minister George Gomme's application to close several roads in Fort Erie. The hearing was adjourned when it was indicated to Chairman David Jamieson that objections to the closing could not be resolved until the department clarified some of its own policies. No date for the resumption of the hearing was set.

It goes on to say:

Controlled access will mean that no roads will intersect the expressway as they do now from Hamilton to Fort Erie. Intersections will be replaced by interchanges. The department's legal representative, Mr. R. B. Robinson noted a hearing on this same application was held on June 24 and 25 of 1968.

Owing to complexities of design, he said, a new plan was drawn up. Two groups of

objectors had filed against the Minister's closing plan, he added. The first described as being composed of business establishments on Highway 3 and numbering 14.

Mr. Robinson explained that it would be impossible under the scheme to travel to Highway 3 after turning from Goderich Street exit of the Peace Bridge.

The second group, he noted, was composed of four transport companies concerned with load restrictions on municipal streets. Trucks, he said, were intended to head for Walnut Street also and the bridge by using municipal streets as little as possible. The base operations near the intersection concession road and Highway 3.

A further complexity cited by Mr. Robinson was the wish expressed during the meeting between the department and Fort Erie's Traffic Committee that an interchange slated for North Street be changed to Central Avenue. Later in the hearing, Mr. Robinson clarified this statement to say that the request was made by a private individual attending the meeting. However, as a result of the gathering, Mr. Robinson stated Mr. Gomme expressed a desire to personally visit the area concerned and review the situation before coming to a decision.

My question at this time is: has the Minister been in the area to review this site?

Hon. Mr. Gomme: I have.

Mr. Haggerty: Fine. It goes on to say, further into the article:

The department project planning engineer said Fort Erie was the last area to be dealt with in the department's Queen Elizabeth Way controlled access plan.

This I am concerned with—the last project.

"People leaving the Canadian end of the Peace Bridge," Mr. Schwabl stated, "and wishing to drive north to the town could turn on Goderich Street and head down to Walnut. People wishing to drive south of the Queen Elizabeth to Highway 3 would be encouraged to use the interchange at Thompson Road."

Exit for food, fuel and accommodation.

Mr. Schwabl added, would be provided at Central Avenue on North Street. The Department of Highways at this time has not yet decided on sign plans, for policy would determine them. A directional sign for Highway 3 would not be placed at the bridge plaza but at an appropriate interchange.



I think we can go back to a study. The Department of Highway's study of 1965 and I know the interchange at Thompson Road was to be the major interchange in that area. I wish to have the Minister down in this area in the summer time when the race track is in operation at this time, and see the congestion of cars. If he was ever to cross that intersection at Thompson Road, he would take his life in his own hands to cross this road. When the race track is finished and cars allowed to come out onto the roads, there are no holds barred. They direct cars to come out on that road. It is a two-way road. They are directed to come out double, right on the Queen Elizabeth. If you happen to be proceeding north onto Thompson Road off the Queen Elizabeth, you have to head for the ditch. This is the way the traffic is directed out of Fort Erie race track.

Interjection by an hon. member.

**Mr. Haggerty:** There is the Ontario Provincial Police there, and custodians of the race track there and the municipal police. And you can find the same thing goes on at Concession Road.

**Mr. E. W. Sopha (Sudbury):** They need the Boy Scouts.

**Mr. Haggerty:** And you can continue on down to the Concession Road—and this is another outlet to the east of the race track—and the same procedure is applied there. The traffic all comes out of the race track Concession Road one way, yet it is a two-way street. Why this is allowed to go on, I do not know. But one of the simple reasons is that there is no interchange, or no overpass in these areas. I know it has been promised for some time that these interchanges would be in that area, and particularly Thompson Road. The intersection is not even lighted up at night time. There is no light there to draw attention to the intersection. The other bottlenecks are the traffic lights at Concession Road and so forth, but I am concerned about the proposed design of the interchanges in that area.

I am fortunate enough to have Mr. Wilmott here tonight. He is perhaps familiar with the area. What I want to discuss tonight is that when you come off Central Avenue and onto the Queen Elizabeth Way, if you look down to the east to the entrance of the Peace Bridge and look north or west to the interchange of the concession road, you will find that there is a high elevation there. It is a

higher elevation than the entrance to the Peace Bridge.

The suggestion I would have here is, is anybody giving any consideration to cutting a road channel down the Queen Elizabeth? Lower it down and let Central Avenue just cross over. It would be about 30 feet higher. Central Avenue would be over the Queen Elizabeth instead of building the overpasses or interchange. The elevation is there—cut it down—up to the Concession Road. I am sure you would not have to go in and disrupt that many homes as the present plans would take a number of homes from the people in the area. It certainly would disrupt the people in that area.

Has the Minister given this any consideration, or has the department in their design or plans?

**Hon. Mr. Gomme:** It has been studied.

**Mr. Haggerty:** But it has not been accepted then, has it?

**Hon. Mr. Gomme:** No, my recollection of my visit down there was that the council was in accord with what we proposed. They did not have any other suggestions, but there were a couple of other people, at the meeting which I attended, who wanted some other scheme.

When I went down there I had the idea in my mind that the council was not in accord with the plans we presented in the town of Fort Erie. And as I say, when I got there I found they were completely satisfied with what we had proposed.

**Mr. Haggerty:** The council might be, but what about the property owners concerned when their property is taken from them?

**Hon. Mr. Gomme:** There were two property owners who opposed it, but the council did not even support them.

**Mr. Haggerty:** What about the ones on Central Avenue? Queen Street?

**Hon. Mr. Gomme:** I cannot answer that.

**Mr. Haggerty:** No, but this is where I get the backfire—from the property owners in this area. This is why, after looking the site over, I thought to myself, "Well, this seems to be a simple approach to it—cut the Queen Elizabeth down and you would not have to buy all this extra land for your interchange." I do not think you would have to disrupt many homes in the area. It is just a thought. I thought perhaps you would—



Interjections by hon. members.

**Mr. Haggerty:** The reason I bring this to the attention of the Minister. . . . I am sure that he is aware of the widening of the Peace Bridge to four lanes in that area. Again, this will bring in additional traffic. Studies have been made that suggest there will be a large influx of tourists in the area. And again, this will head out on the Queen Elizabeth and where there are other interchanges, overpasses that are required in that area.

But to go back to the point in the original letter: Why these eight overpasses are being built on the Queen Elizabeth between Grimsby and the traffic circle there at Burlington or Stoney Creek just amazes me. You have a service road on both sides and why, within less than a half-mile between each overpass. And yet you could not spread this out into some of the needed areas throughout the Niagara Peninsula. One is in Niagara Falls, one is at Thompson Road and Concession Road and perhaps even Central Avenue. When one looks at the traffic reports with so many accidents in the province of Ontario—Fort Erie ranks fourth for its size in the province of Ontario with accidents in that area.

**Hon. Mr. Gomme:** In the town?

**Mr. Haggerty:** In the town. I am just going by what this report says. I note the hon. member for Sudbury East was talking about the number of accidents or hazards that occur on new construction on roads and it is noted in the report for 1968, Summary of Motor Vehicle Traffic Accidents—this is one for the Minister—under construction a total of 1,798 accidents, and fatal, ten. I think the hon. member is raising a good point this afternoon that perhaps more interest by the department is required.

Interjection by an hon. member.

**Mr. Haggerty:** It is also noted that on King's highways there are 31,940 accidents and 627 fatal accidents. And the reason I bring these to the attention of the Minister. . . . I am concerned about Highway 3. . . . The contract let the Gas Line. This is an exceptionally fine road at the present time but the question arises. . . . In some of the main intersections of roads, particularly Empire Road, I was wondering perhaps if this intersection will not be lighted and a luminous light directed there so that people can see the turn off of this road because this is a highly travelled municipal road here because there are some beaches in the area.

We go on into traffic vehicle accident statistics and we come again to the number of traffic-light accidents. It is noted here that there were 17,138—38 fatal—and again this could happen—

**Hon. Mr. Gomme:** May I ask you the name of the report you are reading?

**Mr. Haggerty:** The Highway Traffic Collisions, 1968.

**Hon. Mr. Gomme:** But whose report is it? The Department of Transport?

**Mr. Haggerty:** The Department of Transport. It is noted there that the number of accidents—

**Mr. Sopha:** If the Minister means to imply that it is unreliable—

Interjections by hon. members.

**Mr. Haggerty:** Traffic lights, the number of accidents 17,138 and 38 fatal accidents. Again looking into the records of my area, the number of accidents at Thompson Road alone should warrant consideration of an interchange and overpass there perhaps far more than at some of these that are being built west of Grimsby.

It is also noted in here the number of accidents on curves—11,404—202 fatal accidents.

Now we come to Highway 3. From Gas Line I could go right through to Simcoe, perhaps further than that. This road was probably designed by a snake at one time. A snake's path is just about the type of road it is. It turns and bends and twists and everything else. This year, I know of a youngster that lost his life in Mainfleet township on Highway 3 on a bad curve. I know this is a long-range project for The Department of Highways—1984 is scheduled as the completion date when it will be straightened out up to Dunnville. But in the number of accidents that I have stated here on curves—11,404 and 211 fatal accidents—I think it is time that the Minister and the department get off their—you know what I am thinking, anyway. You say it. Get on with it. Do something to correct the problems on this road.

It is one of the worst roads to travel anywhere in Ontario. Yet it is a major connecting link between the largest port of entry and the second largest port of entry, Fort Erie, and Highway 3. It is a very important highway in the province of Ontario. Yet we go on year after year and study after study and very little is being done to correct the prob-

lems on Highway 3 within my riding and within Haldimand county. I would like to know what the Minister's comments are on those? I do have some other thoughts on traffic signs and problems that confuse the motorist.

Mr. Chairman: Mr. Haggerty, if I may interrupt a moment. Your colleague suggested at the outset of this meeting that we try to deal with a point at a time, seeing that there are so many members that wish to discuss various topics.

Mr. Haggerty: Well, I—

Mr. Chairman: I am wondering, how many points did you cover in your—

Mr. Haggerty: Well, I am covering Highway 3.

Mr. Chairman: Yes, I realize. Since you began. About three points?

Mr. Haggerty: About three points. And then we come to the city of Port Colborne. I can remember some 11 years ago. The Great White Father of the province of Ontario—the former Premier Leslie Frost—made one of those great promises, and I am sure my colleague from Welland will agree with me. Mr. Frost made an announcement that there would be three tunnel crossings and overpasses built on the Welland Canal.

Interjection by an hon. member.

Mr. Haggerty: And in his remarks, Mr. Frost stated one would be built in St. Catharines, one in Thorold town and the other two in Welland and Port Colborne. Now, in the re-location of the Welland Canal, the St. Lawrence Seaway is paying a large share of the one in the city of Welland east, Main Street, and also at the town line. I also understand, through the federal Minister of Transport, the other night, that the federal government is ready to move on the tunnel in Port Colborne. They are willing to share in it. I am sure that the arrangement has been made with The Department of Highways.

We were told before that they could not move on the project until a transportation study had been implemented by the city of Port Colborne. This study came down in 1967, I believe, and there is still nothing new about a tunnel in Port Colborne. I am sure if the Minister or any member of this House were to live in the city of Port Colborne, where perhaps one fire department could provide the service for the whole town of

Port Colborne. . . . Many of the services are provided on a dual-purpose basis—one on the east side and one on the west side. Much of this could be solved through a tunnel by providing ways and means of transporting water, electric power, and other communications across or through a tunnel.

The Minister has given consideration some time before and the city of Port Colborne council has been in to see him on the matter, but I would like to know what his comments are at this stage because after 11 years of promises, could we get on to building the tunnel in Port Colborne?

Hon. Mr. Gomme: Mr. Chairman, to give the member a quick answer to that one question, the federal government does not want to get on with the job—they have told us—at the present time. The one at Thorold was cancelled. And we had to cancel our work—

Interjections by hon. members.

Hon. Mr. Gomme: Pardon me, the one at Welland was cancelled, and they do not want to get on with the one at Port Colborne.

Mr. Haggerty: Yet. The one at Welland at the town line, was cancelled. . . . Right, for re-tendering purposes.

Hon. Mr. Gomme: No.

Interjections by hon. members.

Hon. Mr. Gomme: They have moved the line.

Mr. Haggerty: No, the one on the town line. That is the one with the tunnel, the railroad and the road for vehicles.

Interjections by hon. members.

Hon. Mr. Gomme: It was the east lane that was cancelled. They cancelled that and the town line is 100 per cent the responsibility of the federal government. We do not know about that.

Mr. Haggerty: Yes, but the east main tunnel is going through now. They are digging the channel through right now. Right?

Hon. Mr. Gomme: Right.

Mr. Haggerty: And the St. Lawrence Seaway is carrying that percentage of cost with The Department of Highways. Right?

Hon. Mr. Gomme: Yes.



Mr. Haggerty: And the same procedure will follow with the one in Port Colborne?

Hon. Mr. Gomme: Well, when they are ready.

Mr. Haggerty: Well, I understand that the delay is with the department here.

Hon. Mr. Gomme: That is not right.

Mr. Haggerty: I should ask Mr. Bidell (Department of Highways) this question. Just how far are you in the planning stages now for this tunnel? I mean, you have got it staked out there?

Hon. Mr. Gomme: Mr. Bidell will answer that.

Mr. W. Bidell (Department of Highways): The planning of the tunnel—that is the functional design which shows where the tunnel will be located and the type of approach—geometrics—has all been established, as a result of the transportation study that was done.

Mr. Haggerty: Now just what stage are we at now? The Minister said the federal government is not ready to move along. As I said before, I have talked to the president of the St. Lawrence Seaway and the federal Minister of Transport, and they tell me that they are waiting for you fellows to move. Now just what are we doing? Just passing the buck back and forth here, and saying, "Well, neither one of us can do anything?" You would not get a better opportunity than right now to get on to build this tunnel because the federal government said, "We will participate in a cost-sharing basis."

Mr. E. P. Morningstar (Welland): Well, Mr. Chairman—

Interjections by hon. members.

Mr. Morningstar: According to the Welland paper the federal Minister of Transport did not say they were waiting on The Department of Highways.

Mr. Haggerty: They are ready to move on it.

Mr. Morningstar: Well, not according to the paper.

Mr. Haggerty: Well, you do not believe everything you read in the papers, I hope.

Mr. Morningstar: The report was all there.

Hon. Mr. Gomme: I should like Mr. McNab (Deputy Minister) to say a word.

Mr. A. T. C. McNab (Deputy Minister of Highways): There is an agreement on all the proposed crossings. The cost-sharing agreement was made, covering all of them. Insofar as the one at Thorold was concerned, it was completed. The line started to bend at that point, and there is no question about the eventual sharing of the cost.

Now the federal government. . . . I am not interested in getting into the Thorold one, because there is no urgent need there. At Port Colborne, I am sorry. . . . I should have said because the canal is not being shifted. At these other locations, they have to, because to get across the canal, under the new alignment, they have to have a facility constructed there to take it. But at Port Colborne, there is no shift, no change, in the alignment of the Welland Canal. Do you understand, sir?

Mr. Haggerty: Yes, I understand.

Mr. McNab: And, therefore, that takes away the urgency. If they are going to dig a new canal, you have to get a bridge across it or a tunnel under it.

Mr. Haggerty: Right.

Mr. McNab: But there is no change in the alignment at the Port Colborne end.

Mr. Haggerty: They get away from the end of the bridges, but here you have another—

Mr. McNab: We are talking, sir, of the timing, and this is the rationalization of the Seaway Authority. I have met many times with the Seaway Authority, who are responsible for it, and their urgency is placed in these areas where the change of the canal location makes it necessary to get in and build now. Therefore, the structures that are not involved in the moving of the canal will have to wait. This is their opinion, and this is what is motivating the timing.

Mr. Haggerty: Yes, sir, but perhaps you did not get my original question. I said that some 11 years ago it was promised by the former Premier, Mr. Leslie Frost, that there would be a tunnel or an overpass in Port Colborne at that time. Now if the St. Lawrence Seaway is not going to re-locate the canal there it is the problem for The Department of Highways to move traffic across that bridge and this is a highway.

Mr. McNab: Oh, I thought the point was that the federal government said that they want to do it now.



**Mr. Haggerty:** No. They said they are—the money is there—waiting for you fellows to move on your plans, I guess.

**Mr. McNab:** Well, that is not what they told us when I was speaking to them. In fact, I was there for many meetings with them on the joint committee we had with the Seaway Authority.

**Mr. Haggerty:** Well, what would you say the problem was? That there is not any funds?

**Mr. McNab:** Well, if there is so much money, and I presume that they are in the same situation as we are, if there is so much money, we have to take the ones where there is urgency. We have no alternative. You will not be able to get across the canal at these points.

**Mr. Haggerty:** Well, now we are getting some place. Originally you told me there is no money in the budget or something. Is this what you are telling me? That there is no money available?

**Mr. McNab:** I can presume that is their problem.

**Hon. Mr. Gomme:** You are talking about federal money. He is talking about provincial money.

**Mr. Haggerty:** This will be a cost sharing project?

**Hon. Mr. Gomme:** That is right. We have complete liaison with them all the time and this is their wish.

**Mr. Haggerty:** There is a little delay here some place. Now you are telling me that it is the federal government that is delaying. I should like to know where it is. What stage of the game are we at? That is all. I certainly cannot get the answers.

Could you tell me perhaps, Mr. Minister, when you can foresee the completion of this tunnel? Say within five years?

**Hon. Mr. Gomme:** We were ready to go with the one in Welland, I think, and they cancelled it as far as their share of the costs. So we had to take it off this year's programme.

**Mr. Haggerty:** You mean the one in East Main Street is not going to be built? Where is the hon. member for Welland (Mr. Morningstar)?

**Hon. Mr. Gomme:** Not in the present location.

**Mr. Chairman:** Are you pursuing the point?

Interjections by hon. members.

**Hon. Mr. Gomme:** Mr. Adcock will give you the answer because—

**Mr. H. W. Adcock** (Department of Highways): The St. Lawrence Seaway Authority called tenders for the town line tunnel in about April.

**Mr. Haggerty:** That is the town line tunnel?

**Mr. Adcock:** Yes, the town line tunnel. They did not award the contract because they had some real difficulties with the low bidding, so it was decided that they would cancel this and recall the contract. It is being awarded the week before Christmas.

When they informed us of this decision we decided that we would then cancel the East Main tunnel contract which was out to contract at that time. It will be re-advertised in about one month's time for opening around April. That is the East Main tunnel.

Previous to this, and there is some confusion, I think, there was a tunnel of ours, which again was on the cost sharing agreement with St. Lawrence Seaway Authority, at Carleton Street, in the city of St. Catharines. It was out to tender at that time when the St. Lawrence Seaway Authority announced a change in plans. That is the so-called St. Catharines diversion. And that tunnel was cancelled and we cannot find out just what will be the future of this project because the Seaway does not know at this point when they will proceed with the so-called St. Catharines diversion of the Welland canal.

**Mr. Haggerty:** Well, in other words it means—you used the word cancelled—the East Main tunnel, but it is not cancelled but is delayed.

**Mr. Adcock:** The contract was cancelled for re-advertising.

**Hon. Mr. Gomme:** Yes, the contract was cancelled but it is to be re-advertised in the spring.

**Mr. Haggerty:** Well then, how long do you think it will take to prepare plans for the proposed tunnel? Just how long will it take before you can commence construction?

**Hon. Mr. Gomme:** Do you have a time on the Port Colborne tunnel?

**Mr. Adcock:** No sir. The Seaway is not as anxious as Mr. McNab indicated to go ahead

because of the problems which Mr. McNab explained. We have all the functional planning completed—that is the geometry. We know where it is going to go and we have a pretty good idea of how it is going to look. The St. Lawrence Seaway Authority, as Mr. McNab explained, has informed us that they want to put the emphasis on the tunnels which are to be built where they are undertaking canal re-location, because, obviously, it is much cheaper and economical to build tunnels when you can build them in the dry. After they have made their cut we would then build a tunnel underneath. Until this is done they have no desire to go ahead with the Port Colborne.

Interjection by an hon. member.

**Mr. Haggerty:** Have you now plans for location of the tunnel?

**Hon. Mr. Gomme:** Could you give the location of it, Mr. Bidell?

**Mr. Bidell:** It crosses the canal at the southern tip of the island—or the convergence of the two channels.

**Mr. Haggerty:** Of course, if you moved it, let us say 600 feet to the north, it would be right under the locks you know and that is dry in the winter time.

**Mr. Bidell:** All these locations were studied in great detail before the final decision as to where it would be located was made.

**Mr. Haggerty:** What about the twinning of the locks now in Port Colborne? I understand the other night the president of the St. Lawrence Seaway said they are going to twin the locks at Port Colborne.

**Mr. Bidell:** The design of the tunnel has taken this into account.

**Mr. Haggerty:** In other words, this is going to speed up the boats going through the canal. Right? I mean this will allow more of them to go through at a faster rate?

Once they get through with this opening of the new location of the Welland Canal, this is going to be an expressway? Those bridges will be up, I think, about 90 per cent of the time. This is what the predictions are. Now you tell me there is no need for a tunnel or some other kind of overpass—or some way of getting from one side of that city to the other. I think some place along the line there has been too much delay in the manner of putting this tunnel into effect.

**Hon. Mr. Gomme:** There is one other thing that in reference to your remarks about Fort Erie and we will have our work finished there long before the Peace Bridge is widened. Our plans are to do that.

And the other thing: The traffic volumes from Toronto to Fort Erie—from the first two or three miles there are about 69,000 a day. Then we get down to the Fort Erie city road to Fort Erie west, for instance, and the traffic volume there in that three miles is 7,000 cars a day. This has been the reason why we are taking it progressively this way. Trying to get the areas that were bottlenecks and had the heaviest traffic.

**Mr. Haggerty:** You are taking that on an average rate throughout the year. If you were to take four months of the summertime when there was a large volume of traffic—

**Hon. Mr. Gomme:** But it is all taken on the average.

**Mr. Haggerty:** Yes, this is right but on a weekend where you have 152,000 or 140,000 cars come along on Friday night to Sunday midnight—that is a lot of cars to move in a congested area.

**Hon. Mr. Gomme:** Yes but the other is taken on the average, too. All of them.

**Mr. Haggerty:** If you were in that area there with the number of accidents like I have said. . . . Our insurance rates are much higher per car in that area than in many places in the province of Ontario.

**Mr. Chairman:** Gentlemen, before we proceed, I would like to talk about one thing. When we adjourned at 5.45 p.m. this evening we had a backlog of some ten members who had indicated their wishes to either speak or ask questions of the Minister and his staff. We have tried to carry on from there this evening. That is, take the speakers that are present who had indicated this afternoon their wishes to ask questions or to speak. Some men who arrived this evening may feel that we are not trying to do this in an orderly manner. We are. And we are trying to be as fair as possible. I think the only way we can do it is to list our questioners or speakers as they indicate to us their wish to speak.

The only other thing I could suggest is that if there is someone in the same party that wishes to relinquish his time there is no problem. That can be arranged very easily.

**Mr. G. W. Innes (Oxford):** Well, Mr. Chairman, the other day the Minister indicated



that he had utilized the full grants that were available for the Trans-Canada Highway and that the department had used every vehicle that they could to get the full grants. Is that true?

**Hon. Mr. Gomme:** Yes. To get the full grant structure we must complete the construction between now and the end of December 1970.

**Mr. Innes:** Well I have a little correspondence here and I have a question of the Minister. To fill him in, an enquiry was made of the federal government on October 29, 1969. The question was: (1) What has been the total grants to each province for the Trans-Canada Highway. (2) How many miles of Trans-Canada Highway are there in each province, and (3) What is the volume of traffic per mile in each province? The replies—and I am only going to use the provinces of Quebec and Ontario. They are more in line with our thinking, and the comparisons.

In Quebec the total amount of grant was \$159.5 million and in Ontario it was \$134.9 million. Now the total mileage of the Trans-Canada Highway built in Quebec was 388 miles. In Ontario it was 1,453 miles. In other words, Quebec received \$159.5 million for 388 miles and Ontario received \$134.9 million for 1,453. Actually Quebec has received approximately \$412,000 per mile and Ontario has received \$92,800 per mile.

My question to the Minister is that it seems apparent that they have not put their best foot forward in trying to get the proper grants from the federal government which were available. There must be some years either in his regime or in his predecessor's where they have not utilized the full grants that were available. It really seems hard to believe that Quebec received \$159 million and Ontario received \$134 million.

**Hon. Mr. Gomme:** I cannot believe it either.

**Mr. Innes:** Well there is certainly something wrong with you people for not going down to Ottawa and protesting, or have you protested?

**Hon. Mr. Gomme:** You made a statement that there is something wrong with us, I will answer this—

**Mr. Bernier:** You were asking—

**Mr. Innes:** I am certainly asking.

**Hon. Mr. Gomme:** I might say to the hon. member, first of all the Trans-Canada High-

way agreement was arrived at with a total amount of dollars for the building of the road across Canada with no allocation to the provinces as such. We were never told what the share for Ontario or Quebec or any other province would be. We only knew of the total amount of money that was available. Now the province of Quebec was able to get 10 per cent of their mileage built under special agreement. This happened to include all the tunnels in the city of Montreal. The cost was over \$75 or \$85 million, in that neighbourhood. This was one reason why they were able to get advantage of that money.

At the same time, we were proceeding with our work. We knew that the agreement was going to phase out at the end of 1970 so we immediately got to work to try to finish all possible roads to take advantage of this money. When all at once we have a letter from the Federal Minister of Transport, which I have not here, but I have it, which suddenly puts a lid on the amount that each province could get. This happened after Quebec got its share for this particular road. Then we were given this limit for each province. We were not able to get any more than, I think, the amount that we have coming to us is —\$2 million or \$3 million.

We have correspondence from them, and my Deputy Minister and I have been down there to discuss this with them. We pointed out the very thing which you are talking about—the inequalities and everything else. To be quite frank with you I got one answer when I walked out of that office, and that was Ontario is a rich province. I further asked them to reconsider our situation, to at least give us the benefit of everything which we could do between now and 1970. The second letter came back the same as the first—there is the limit of what you are going to get.

**Mr. Innes:** Well, Mr. Minister, I think it is quite apparent that you were not acting when you should have been acting and that after the—

Interjections by hon. members.

**Mr. Innes:** —door shut you ran down with cap in hand and said give us more.

**Hon. Mr. Gomme:** No.

Interjections by hon. members.

**Mr. Chairman:** Order.

**Mr. Innes:** Well it is quite evident.



Mr. Martel: Of course it is.

Mr. Innes: It was there for you to get.

Mr. Chairman: Order.

Hon. Mr. Gomme: It was not there for us to get.

Mr. Innes: You were too slow. Same old story.

An hon. member: You moved too slowly.

Interjections by hon. members.

Mr. Chairman: Order.

Mr. Innes: It is quite apparent that you were not standing up for Ontario—

Mr. Martel: Right.

Mr. Innes: —to get the roads built that were necessary.

Interjections by hon. members.

Mr. Martel: That is what you spend—

Mr. B. Gilbertson (Algoma): Mr. Chairman, have you no control over the parties on the left.

Mr. Chairman: You have further questions, Mr. Innes?

Mr. Innes: Well I have more questions but not related to that. Can I go on?

Mr. Chairman: No, I will put you down to speak again. Mr. Gilbertson.

Mr. Gilbertson: Mr. Chairman, I have some questions pertaining to the proposed Joseph Island Bridge. We have Mr. Leach of the Department of Highways across the way there and I asked him if he would point out the area that I am going to be speaking of. If you do not know where it is, I will show it to you.

Interjections by hon. members.

Mr. Gilbertson: Right there.

Mr. Martel: As far as that.

Mr. Gilbertson: From here I can hardly see.

Interjections by hon. members.

Mr. Gilbertson: I know, Mr. Minister, that there is a time set for the awarding of this

contract, which I am aware of. From when the contract is awarded to the time you start to work on this great project, how long would it be to the completion?

Mr. Martel: 1971.

Mr. Gilbertson: That is one question.

Hon. Mr. Gomme: Approximately two years.

Mr. Gilbertson: From the starting date to the completion?

Hon. Mr. Gomme: That is right.

Mr. Chairman: Gentlemen let the hon. member be heard. I think we have other questions from the speakers and I think that—

Interjections by hon. members.

Mr. Gilbertson: I understand that there has been, I believe an estimated cost of \$1.75 million.

Mr. Martel: Holy smoke.

Mr. Gilbertson: Now, how do you arrive at this cost? Is there a similar structure some place in Ontario—

Interjections by hon. members.

Mr. Gilbertson: —that has been built so that perhaps you can get your estimate of cost from that?

Hon. Mr. Gomme: No. Each bridge is costed out. We would not have another one that would be exactly the same to get the cost from.

Mr. Gilbertson: I understand there is going to be a clearance over the boat channel of about 40 feet and there are provisions made for 95 feet in the future. I was wondering will there be power similar to the bridges in Welland Canal so that there will be a span put in the centre so that in the future if you want to raise it you could just raise it.

Interjections by hon. members.

Hon. Mr. Gomme: The design of the bridge will be such that the centre span can be put in later on as a moveable span if it is ever necessary.

Mr. V. M. Singer (Downsview): In the meantime, it will not have a centre span?

Hon. Mr. Gomme: No. It has not.

Interjections by hon. members.

**Mr. Gilbertson:** Would it not be feasible to put that particular span in when the bridge is being built, so that it is there, and will be able to be raised?

**Hon. Mr. Gomme:** No.

Interjections by hon. members.

**Hon. Mr. Gomme:** Well, really, the movable span will be there, but it will not have the mechanics to move it. The other point about it is that I think that, on our investigations, there is only about one ship a year that needs to use it, and it can go round the other way.

**Mr. Gilbertson:** Well, I understand that it is all rock bottom.

**Hon. Mr. Gomme:** Yes, that is right.

Interjections by hon. members.

**Mr. Gilbertson:** Then you would say that it would take a period of two years to construct.

**Hon. Mr. Gomme:** Approximately.

**Mr. Gilbertson:** Approximately. I understand that this contract is going to be let early in the spring of 1971. Is that so that it will give them a chance to work on it that summer?

**Hon. Mr. Gomme:** This would be the idea.

Interjections by hon. members.

**Mr. Gilbertson:** The hon. member for Sudbury (Mr. Sopha) has a lot more experience in politics than I have.

Interjections by hon. members.

**Mr. Gilbertson:** I would like to inform the hon. member for Sudbury that this is a Progressive Conservative government that is in now—

Interjections by hon. members.

**Mr. Gilbertson:** —and progress is what counts.

**Mr. Sopha:** I am shattered.

**Mr. Gilbertson:** Now, can I ask another question, Mr. Minister? What contracting firms have we got? Now, no doubt it would be an Ontario firm that will be bidding on this contract. Have we got several contractors in Ontario that will be actively bidding on this? I am not familiar with the contracting firms that build bridges.

**Hon. Mr. Gomme:** There are 10 or 15 that are bridge builders.

Interjections by hon. members.

**Mr. Gilbertson:** Well, then, Mr. Minister, I have another question regarding the Hornepayne to White River Highway, that is over half completed.

**Mr. Chairman:** We have tried to establish a policy.

**Mr. Gilbertson:** This is my last question, Mr. Chairman.

**Mr. Chairman:** If it is your last one, I guess we will have take it.

**Mr. Gilbertson:** Have you got a completion date for this road?

**Hon. Mr. Gomme:** The hon. member realizes that we have said there is a continuity of construction going on on that road, and we are not prepared to give next year's amount of contracts yet.

**Mr. Gilbertson:** Yes, well I was just wondering. I understand that you try to plan five years ahead.

**Hon. Mr. Gomme:** That is right. But we have to get clearance with property and money and all these other things as we go.

**Mr. Gilbertson:** The question that I get asked is, "When can we expect to be able to drive from Hornepayne to White River on that road?"

**Mr. Chairman:** I might point out, before we call on Mr. Sopha, according to our list, he is way down, but he is speaking instead of Mr. Ben, who was scheduled to be on at this time. Mr. Sopha.

**Mr. Sopha:** Mr. Chairman, I have come here to address a few remarks concerning my distress about the completion—or the lack of completion—of the Sudbury-Timmins road. There is no doubt, Mr. Chairman, that the moneys for that can be found in this estimate. They are buried somewhere in the sum of \$189 million and change. But the amount allocated for the construction of that important link is so microscopic in relation to the total that you would need a magnifying glass to find it. I suspect that the majority of those moneys—\$189 million and some hundred thousand, are funds allocated to the building of roads in Metropolitan Toronto, such as the extensive works going on on Highway 17 and Highway 401, and so on, but it is—

**Mr. Singer:** Highway 17?

**Mr. Sopha:** Highway 27. It is to be found there. Now is there any objection, in order that my remarks may be understood in a geographical context, to—

**Mr. Chairman:** That is what the maps are for, remember?

**Mr. Sopha:** Now the point I would like to make . . . by reference to a large-scale map—and those close enough will see that this highway from Sudbury to Timmins is in a dotted formation, which means that it is not yet completed. . . . This illustrates it here, Mr. Chairman. It is the visual example of pure poor foresight and planning on the part of successive Ministers of Highways and those who advise them.

The dotted highway from the great metropolitan hub of Sudbury, the largest urban collection of people in northern Ontario, was first advocated in the year I was born—1924. I wish my friend from Welland South (Mr. Haggerty) was here. I would tell him that the old grey fox—Mr. Frost, the former Prime Minister—came to Sudbury in the election campaign of 1959, the year I was elected, and promised to build that road from Sudbury to Timmins.

The people obviously did not believe him because the incumbent Progressive Conservative member was defeated by myself. The voters had grown cynical.

Now I want to point out to my colleagues what I mean. You will see here, if my nautical training supports me, that there is a highway—I am showing this in context—southwest by west. I would say it runs from Timmins over to Chapleau. There is another one here that is being constructed from Chapleau through to Wawa. Those are the direct influence of the position of pre-eminence, and I am not speaking humorously, but I am relating cold material political facts. Those are the result of the hegemony in northern Ontario of the lately defeated Wilfrid Spooner. There is no question about it, Mr. Spooner persuaded the Minister of Highways and his advisers to link up Timmins with these communities on the west, in largely uninhabited regions.

I want to say another thing about that. The numbers of people along that highway are very small indeed. Perhaps it is such a penalty to live in Chapleau that they need to have conferred upon them the benefit of

having a road to the outside. Now, other than that, the justification is very small indeed. What should have occurred is that Sudbury should have been linked with Chapleau. In other words, if proper planning had been undertaken, it would have been recognized that Sudbury is an economic centre and deserves to have arteries opened up to the north to exert its economic influence as the major metropolitan hub instead of being required by The Department of Highways to be balanced on an east-west axis. There it is, east-west from North Bay through to Sault Ste. Marie with more links with the southern part of the province than it has with the vast area to the north. That was the shame of the planning.

Now I superimpose the second consideration. There is no question but that successive Ministers of Highways have been influenced by strident tourist organizations and others to build these roads into the wilderness here for the potentiality of increasing the tourist trade. That to me is another extreme example of short-sightedness. People from southern Ontario always know better than we do ourselves—that is, the planners in The Department of Highways. They know better than we do. They see our area as a vast Switzerland, a vast tourist paradise, and they want to open it up for the use of tourists instead of seeing it for the viable, energetic and industrial region that it is, and the great potentiality of the exploitation of the orebodies and the forest resources.

To nail the point down. If, instead of building those roads with the pace that Mr. Spooner demanded when he occupied senior positions in the government of Ontario, they had built this link, then, when the Texas Gulf Sulphur deposit was discovered, the concentrates, which they were unable to smelt because of the lack of the famous smelter would not have gone outside of Ontario.

Maybe I am being too terribly parochial, but there are ores mined from the ground in Ontario. They would not have gone into Noranda as is the case with the Kam-Kotia Mine. But they would have gone their way to the smelters with under-used capacity—always under-used capacity—of Falconbridge Nickel Mines and International Nickel. And is it too selfish to look to the creation of more jobs for the residents of Ontario? Indeed, many more people that might come to live in our community . . . well, if that is too selfish, I will willingly bear the scorn that that entails.



The all-encompassing prevailing point about it is that road to Sudbury and Timmins has always been an economic necessity to Sudbury to expand its economic horizons to the north. But instead, they have spent vast amounts of money—vast amounts of money—in constructing these little-travelled roads, joining Timmins up with Chapleau to satisfy Mr. Spooner. Now Chapleau is wanting again to satisfy purely local interests at the expense of the first major economically important lake in northern Ontario.

Interjection by an hon. member.

**Mr. Sopha:** No, we do not know. We do not know because the Minister of Highways never tells us when that is going to be completed. Niggardly amounts of money are allocated from capital expenditures annually to construct a very moderate amount of road, but not yet has the Minister of Highways said to my hon. friend from Algoma (Mr. Gilbertson)—not yet has the Minister of Highways announced when the ribbon-cutting ceremony is going to take place for the completion of this link. Now we all know, and I think it might clearly be said, that there is a political genie in highways, or some sort of an unseen hand that has a political colouration in respect to highways. It is to be noted that this highway for a large mileage goes through the riding of my hon. friend from Nickel Belt (Mr. Demers), a supporter of this government, but it just seems two things: they never give poor Mr. Demers anything. They never give him anything. He never gets what he requests because perhaps he requests it *sotte voce*. He is not striking enough. He is not outspoken enough. If he exercised some of the independence of the Minister of Mines (Mr. A. F. Lawrence) when he was a private member, then he might light a fire under the Minister of Highways to get on with the necessary work to complete the road.

I have become terribly depressed about that, because from my first entry into this House I have pleaded annually for the early construction of this road. Eventually, it will be completed, and I now want to adopt the tack for the rest of the time I am privileged to serve in this House, of pointing out that it is time that these planners from southern Ontario who advise this Minister would stop thinking in terms of the opening up of the tourist business.

I do not understand this tourist business. I read a report of the economic future of northern Ontario, published by the govern-

ment, and the major emphasis in that report is the tourist paradise. That is not the way we see ourselves in the north. A great many people in the north who think about it do not think these flatterers in southern Ontario who sit in their plushy offices in Toronto and visualize us over the several hundred square miles and conceive that they are conferring a benefit on us by putting the road through trackless wilderness with no thought about the potentiality or the ultimate effect of that road. Those roads are built purely to satisfy the political lust of Wilfrid Spooner and for no other reason.

Interjection by an hon. member.

**Mr. Sopha:** On the contrary. The planning of roads in northern Ontario through the wilderness should revolve around the major single consideration of economic effect and economic potentiality. Where is industrial development likely to take place? Where are the ore bodies likely to be located? Where are the forest resources to be found? It is in those areas through which the major arteries of communication ought to be constructed. You should not give in to the behests and the whims of the local tourist associations and their desires about the tourist exploitation of parts of the beautiful wilderness that we have in northern Ontario. This is not Switzerland.

That is where the future of this province lies, with its known and unknown resources put there by a merciful providence. This government, now in power for 26 years, owes it to us in the construction of highways such as that one to develop it to its maximum potentiality.

Now, this government has been in power for 26 years. For 45 years that road has been unfinished. To his eternal shame the Minister of Highways has not completed that road before this, and he is not able to say to the people of Sudbury and district—150,000 of them—when the opening ceremony is going to be. I suspect that it is not going to be in 1970. It is going to be some time after that, perhaps in 1971, or, perhaps, beyond one more election. Maybe one more election will see it through—

Interjection by an hon. member.

**Mr. Sopha:** By the Lord in heaven! No words of condemnation could be strong enough to draw attention to the activities of Wilfrid Spooner and what he has won in the

way of highways, and how this department, with its hundreds of millions of dollars has given in to his influence year after year in the construction of roads around that relatively small municipality now represented by my friend.

Compared to the two, Timmins, with its industrious people, has a very small deposit of population compared to the economic high and the large numbers in the Sudbury area. For ten years I have talked about that and I do not expect to get the Minister of Highways to stand up or to tell us tonight when that road is going to be completed, any more than he was able to last year. I stop where I began, and I say that in this \$189 million . . . I point out what is reality when I say that the amounts spent on that road are very modest. Perhaps a couple of million dollars a year is all they spend, and whether my hon. colleague from Downsview (Mr. Singer) shares my view or not, it is reality to people in northern Ontario. People in northern Ontario are aware of the fact—because you hear them talking about it all the time—that the Gardiner Expressway down here cost \$14 million per mile. I am not saying that it is not needed. It is probably very much needed. But what I do point to—friends in Sudbury will bear me out—is that these people visit the metropolitan centre themselves and they see these elaborate, sophisticated networks of roads and they have in mind from their own experience and use what they have to put up with themselves in the north. We have not got a four-lane highway in the north. Not one single one.

Interjections by hon. members.

**Mr. Sopha:** The roads for most of the year are in a state of terrible disrepair. I do not exaggerate when I say that in the spring of the year, The Department of Highways comes down into southern Ontario and collects all the bump signs. Do you know what a bump sign is? A bump sign is a sign they put in the road when you are coming up to a bump. They bring them up to northern Ontario and start laying them around the highways in order to indicate the state of gross disrepair.

Interjections by hon. members.

**Mr. Martel:** They replace them, they just—

**Mr. Sopha:** Yes, well, finally. I say these things because I mean it. I say that old roster over there has been terribly short sighted and lacked the necessary foresight. I would

say vision if it was not the word that Mr. Diefenbaker made. People in northern Ontario are becoming tired and cynical of the southern planners coming in there and telling them—

**Mr. Martel:** You are right.

**Mr. Sopha:** —with a minimum of consultation, an absolute minimum of consultation, and I say to you, Mr. Minister, that you can go and meet with the Sudbury council all you want and talk about that Brady thoroughway. . . . But I say to you that there is a heck of a lot of ill opinion in Sudbury, a large body of opinion, that has known for years that what Sudbury needs is a bypass. You can take all your statistics that you have got and paper the wall with them and show the ultimate destination of the trucks. But to live there and to see those transports going through our streets in the middle of the night keeping the residents awake, and tearing up the streets, for which you only pay 40 per cent. To live there is to know. Years and years ago, three predecessors of yours should have built the bypass, as long ago as about 1952, but the fact is—

Interjection by an hon. member.

**Mr. Sopha:** —the fact is you do nothing. You do nothing. All you do is talk. All you do is talk and when the time comes to get some action on some sort of sensible road network you commission another study. Then you have another study, you send in another group of sophisticated planners in order to—

Interjections by hon. members.

**Mr. Sopha:** Finally reflecting the riding of my hon. friend from Sudbury East, if your people had any foresight at all you would be busily engaged in making a link to that Highway 144 to Capreol. You should be building a link and I do not know how you can justify taking all that traffic through the northwestern part of the city and putting it on Highway 144. You should at the same time, simultaneously, be building a link from Capreol in the north east through Highway 144 but we do not get the things that they get in other parts of the province. You do not need to give us those things that we require and have special requirements for because of the environmental conditions of living in northern Ontario. As I sit down I am willing to say, probably the reason we do not get them, and I say it to you, looking you in the face, is that the hon. member for



Nickel Belt does not talk loudly enough, that he is not insistent enough about it.

You just get all your planners together and have a skull session. You take them for a weekend up to Southampton on Lake Huron and sit down and begin to rethink these concepts of northern Ontario and get them to stop thinking of us as another Switzerland and look toward the provident imaginative industrial development of northern Ontario. That is what we need. That is what we deserve. That is what we demand and eventually that is what we are going to get from you.

**Hon. Mr. Gomme:** Well, in reply to the hon. member, first of all, re Highway 144. I want him to know that all the contracts have been let. There are four presently underway, grading, drainage and granular base and one paving, and we expect without any doubt that you will be able to drive through this road by October, 1970. This is our aim.

Interjections by hon. members.

**Hon. Mr. Gomme:** Now in regard to the Brady Expressway you speak of in the city. I do not want you to leave any impressions that we made the study and we advised them to build an expressway or a bypass. It was the city studies. We went up to Sudbury a couple of weeks ago—not to sell them anything—to hear what they wanted and wanted to ask us about. All I can say is that we are working with the council and trying to give them the things that they ask for and the things that they want.

**Mr. Sopha:** Why do you not, if I may be permitted—why do you not build the link for the hon. member for Nickel Belt from Chelmsford to Highway 17? I say if that was some city down in southern Ontario where a line like that was demanded they would have it next week.

Now he is asking for that and successive councils have asked you and you are only talking about five or ten miles of road. Correct me if I am wrong. At the most ten miles of road you are talking about. But why in the heck should people working in that area, working at Garson mines working at Falconbridge, why should they have to drive all the way into the city and further clog up the traffic arteries in the city in order to get to work? Why should they not be able to come from Chelmsford down to Highway 17 and get on their way?

Even a minor thing like that, that is such an irritation, such a frustration. You would not

do it. You would not do it. Well the fact is that fellow will have difficulty getting elected next time. He had better plan to win a seat somewhere else because you have turned your deaf ear on him too many times now, and besides getting me mad you are getting a lot of other people mad in that area, that he cannot get anything out of you.

**Mr. Chairman:** Mr. Newman. Point 2.

**Mr. W. E. Johnston (Carleton):** Mr. Chairman, surely my name was on the list before Mr. B. Newman should speak again. There are several others here who were here when he made his first point.

**Mr. B. Newman:** Well, wanted to speak again about—

**Mr. W. E. Johnston:** Surely my name was on before that. I have been sitting here—

**Mr. Chairman:** Just hold it a moment, previous to Mr. Newman's request earlier this evening we had men on for probably 30 minutes or 1½ hours or two hours maybe, when Mr. Newman was good enough to just put one point at that time, we thought he should have an opportunity, if it was a short one.

**Mr. W. E. Johnston:** I agree with that, but if he is going to make one point and then come right back on again, why make one point, why not go through with his speech and get it over with and give us a chance to get on when he is finished? This way we could sit here and not know when we are going to go on.

Interjections by hon. members.

**Mr. B. Newman:** All afternoon I sat here wishing to get on my feet. I did not have a chance. I never complained. I thought that it would be only fair to everyone to make one point and let someone else get up and give their criticisms so that it would be fair all around. If the hon. member wants to talk ahead of me I would be glad to give him the opportunity. I will speak after him. I am not that disturbed. We have five more sessions after today. I will let him speak.

**Mr. Chairman:** We have not.

**Mr. Singer:** Could you tell us what order you have there, Mr. Chairman?

**Mr. Chairman:** Well we have Mr. Newman again and then we have you. Earlier this evening when Mr. Newman made his request



that we just discuss one point at a time, naturally I jotted his name down again. You did likewise, so I did it in a similar manner, so I have you down again also. So this is the way we thought we would handle it.

**Mr. D. A. Evans (Simcoe Centre):** Who is speaking next?

**Mr. Chairman:** Right now Mr. Singer is next. After him we have Mr. Jackson. Mr. Singer.

**Mr. Singer:** I thought I was after Mr. Newman. All right. Mr. Chairman, I wanted to say this. My colleague from Sudbury has gone, but I was only going to say to him that he did not offend me a bit in making the comments about Metropolitan Toronto. I know every year that I have been here for the ten years he has made the same speech about the Timmins-Sudbury highway and for the first time a Minister has said it will be completed within the target date. This is somewhat new and different and I hope the Minister is as good as his word. I am sure he will be.

**Hon. Mr. Gomme:** Well I said we have all the contracts let and they are working at them.

**Mr. Singer:** All right I am not going to make any speech about the Timmins-Sudbury highway. I think that is better done by the hon. member for Sudbury. I do want to ask a few questions, Mr. Chairman, about the Spadina Road Expressway sometimes known as the William R. Allen Expressway. The Minister of Municipal Affairs (Mr. McKeough) seemed a little confused during the course of the estimates in the House and he did say at one point that nobody had bothered to tell him about the plan for the William R. Allen Expressway.

Now if my memory serves me correctly, and I would like these facts confirmed, to be a part of the record. . . . Am I correct in saying that The Department of Highways knew as early as 1954 about the plans for the Spadina Road extension? What year would you say if it was not 1954?

**Hon. Mr. Gomme:** I am advised it was around 1958 or 1959.

**Mr. Singer:** 1958 or 1959. So The Department of Highways knew in 1958 or 1959 of the construction? Then when the widening of Highway 401 commenced—

**Hon. Mr. Gomme:** Not of the construction, of the plan.

**Mr. Singer:** Construction, of the plan. When was it The Department of Highways planned for the Spadina Road interchange on Highway 401?

**Hon. Mr. Gomme:** 1961.

**Mr. Singer:** 1961. And that was no secret within The Department of Highways. Anyone in the Cabinet could or should have known about that?

Of the \$90 million or \$90.5 million you have here for municipal subsidies, how much of that is it anticipated will go into the Spadina Road extension in the current year?

**Hon. Mr. Gomme:** We do not have those figures as to that specific job. We just have the total for Metro.

**Mr. Singer:** Well how do you arrive at the total for Metro? In which you would include part of this \$90.5 million?

**Hon. Mr. Gomme:** This would be based on their request.

**Mr. Singer:** Based on their request!

**Hon. Mr. Gomme:** Yes.

**Mr. Singer:** What do they ask you for? A lump sum in millions of dollars or do they relate it to specific road programmes that they have?

**Hon. Mr. Gomme:** They relate it to specific road programmes and we have the breakdown at Downsview. We can get that for you.

**Mr. Singer:** So that when you included as a part of the \$90.5 million an allocation or an anticipated allocation for Metro, a figure would have been included in Metro's share for the extension of the Spadina Road extension.

**Hon. Mr. Gomme:** That is right. Any of their work.

**Mr. Singer:** Any of their work. All right. Now over how many years has it been anticipated that the Spadina Road extension was going to be built?

**Hon. Mr. Gomme:** Since the planning in 1958 or 1959 we have anticipated they were going to do it and then we put the interchange in in 1961.

**Mr. Singer:** And every year from there on in there has been a portion of Metro's money

that has been allocated by Highways for the Spadina Road extension. Is that correct?

**Hon. Mr. Gomme:** Well, it has been on their programme.

**Mr. Singer:** Yes. And has it been within the control of Highways to say either at the beginning of the planning or any time since then that this was a good or a bad idea?

**Hon. Mr. Gomme:** I do not think that we have ever advised them on that. I mean, after all, they have responsible engineers.

**Mr. Singer:** You never made any objection to that? In fact, you approved of it by allocating annually sums of money so that it could be built progressively.

**Hon. Mr. Gomme:** I would say yes.

**Mr. Singer:** You would say yes? That is fine. And is it fair to say, Mr. Minister, that having got this far into it, having built a multi-million dollar interchange on Highway 401, and having allocated annually substantial sums of money, that it would be almost impossible at this stage to stop it? Either at Eglinton or some other street?

**Hon. Mr. Gomme:** Well we have not heard anything about it stopping.

**Mr. Singer:** You have not heard anything about it stopping?

**Hon. Mr. Gomme:** Well, Metro paid some of the cost of that interchange. If it does go to Eglinton we would need an interchange.

**Mr. Singer:** But if it was stopped now, Mr. Minister, how much money would have been wasted?

**Hon. Mr. Gomme:** I do not think any of it.

**Mr. Singer:** You do not think any of it would. Where do you think it could be stopped and not waste money? At Eglinton or St. Clair or at Bloor or where?

**Hon. Mr. Gomme:** I could not answer that.

**Mr. Singer:** You could not answer that. Would it be fair to say, Mr. Minister, that since it has been a plan that has been committed for a period of eleven years, that it is almost impossible to stop it without substantial economic loss to both the province and Metro?

**Hon. Mr. Gomme:** Well, I have not heard that they have any intention of stopping it. I cannot understand—

**Mr. Singer:** That is fine. I wish you would tell your colleague, the Minister of Municipal Affairs, then. That is the only point I wanted to make.

**Mr. A. K. Meen (York East):** Are you for or against the extension?

**Mr. Singer:** I am certainly for it. One hundred per cent, and I am sure my hon. colleague from York East (Mr. Meen) is for it as well.

Interjections by hon. members.

**Mr. D. Jackson (Timiskaming):** Mr. Chairman, I would like to ask the Minister if any contracts have been let in the Chaput-Hughes bypass project.

**Hon. Mr. Gomme:** No.

**Mr. Jackson:** Has any land been expropriated?

**Hon. Mr. Gomme:** I am not able to answer that but we can find that out.

**Mr. Jackson:** Well to go back to my argument of last year, Mr. Chairman. We went through it all last year and it has been rehashed dozens of times this summer, I am sure. But we are building a bypass that is going to serve no other purpose than to funnel traffic right back into the heart of the town. It is going to bypass a small section of one part of the township and in doing so will create at least a dozen problems.

First of all, it is going to come out in front of a school and surely that is one of the major problems that it will cause. I have a clipping here from one of the papers just recently, where a boy was killed crossing one of these main arteries where the traffic goes by at 40 or 50 miles an hour.

**Hon. Mr. Gomme:** Are you referring to Chaput-Hughes?

**Mr. Jackson:** In Chaput-Hughes, yes.

**Hon. Mr. Gomme:** This accident?

**Mr. Jackson:** No, it was not, but if you build that highway the exit from the highway onto Highway 66 is going to come out right in front of Kirkland West school.

There will be over 300 children crossing that road every day to go to school because it will be a bypass and it will be under The Highway Traffic Act. The township will have no control over the speed limit on it. They



will have no right to put up traffic lights and in fact they have been told, in no uncertain terms, by The Department of Highways that there will be no traffic lights on it.

They say that they can put a traffic guard on duty. Well, we know the value of a traffic guard on the highway. By the time a car coming at 40 or 50 miles an hour. . . . If a child runs across he gets killed.

**Hon. Mr. Gomme:** But this is zoned 30 miles an hour.

**Mr. Jackson:** Then what is the purpose of it? If we are going to put traffic through at a faster rate we are building a \$3 million piece of highway—or even if it is only \$1 million, I am not quite sure of the cost—to do absolutely nothing.

We are funnelling the traffic right back into the heaviest traffic section of the township. What are we solving?

Right now the town is going through growing pains. They are talking about urban renewal and official plans. Surely right off the bat if you build your by-pass where you want to put it now you are going to defeat any official plan that the town can possibly put forward.

If you are going to have a by-pass, why not by-pass the complete town? This is what everyone there wants. You say you are working with the council in Sudbury. Why do you not work with the council in Teck township in Chaput-Hughes?

You are going to build that by-pass in the worst possible spot. It cannot be added to because it comes to a dead end. In order to continue it on to the north you have to go through solid rock. Surely it makes no sense.

If we are going to build a by-pass, the Township of Teck and the people involved would rather The Department of Highways would wait a few years. And when they do finally by-pass the town—go by it—do not do half a job and leave us up in the air for the next 20 years. I do not think it is any secret that if you do build that by-pass now the Township of Teck can forget any other by-pass in the near future, in the next 20 years.

Any time I speak to you, or to any of your department, they tell me they are planning five or ten years ahead. Surely there is no planning involved when you build a by-pass to take traffic off the highway and put it back on the highway before it goes through the heavy traffic area. You are going

to funnel it right back into the downtown area—all of the trucks and the cars and everything else into an already congested area.

I always thought that the government had some planning board that sat down and everyone got together, and Municipal Affairs said, well this is what we should do in that town, and The Department of Transport should say what they want to do. But really, what it appears to be is that every department goes off on their own and decides what they want to do, and we try to get them together. There just does not seem to be any planning involved.

You have an engineer who goes out and decides that is the best place to put a road because it is easier to put a road there. But surely the benefits to the town should be of prime concern. The benefits to the people of the town should be of prime concern. What you are doing is really creating another problem for us. You are getting rid of one small problem and creating many, many more. The township right now is in a position where they do not have any industrial land. The reason they do not have any industrial land is because they have no access to industrial land.

If you build that by-pass where you are going to build it now, then the by-pass will go away from that industrial land. Then, in four or five years the township itself will have to dig down in its pocket—a pocket that is already bent and broke—and build another by-pass to the south. Your department has said that it can be built to the south, but it would cost more. If the cost is the only thing involved, surely it would be best to postpone the by-pass. It has been postponed for 25 years now. Another couple of years would not hurt.

But when you do build it, build it in such a way that it is going to do some good for the township. When the hon. member for Sudbury speaks of building roads for the tourists, well, that must be the only reason you are building this one. Because all it does is open up a little bit of a back country. It serves no useful purpose.

I have several points to make, and it being 10.00 p.m., should we adjourn this debate?

**Hon. Mr. Gomme:** No, I would like to just have a quick answer to this, Mr. Chairman. In the first place, I wonder if the hon. member has ever gone to our planning department to see all our side of the story. Have you ever?



**Mr. Jackson:** I have spoken to your planning department. Yes I have. And I still do not see why they insist on building a road that—

**Hon. Mr. Gomme:** Well the other point is this: You suggest leaving it for a couple of years, and I am sure I would be quite glad to do that.

**Mr. Jackson:** Only if you are going to build it to the south. There is no use leaving it if you are just going to postpone it.

Interjections by hon. members.

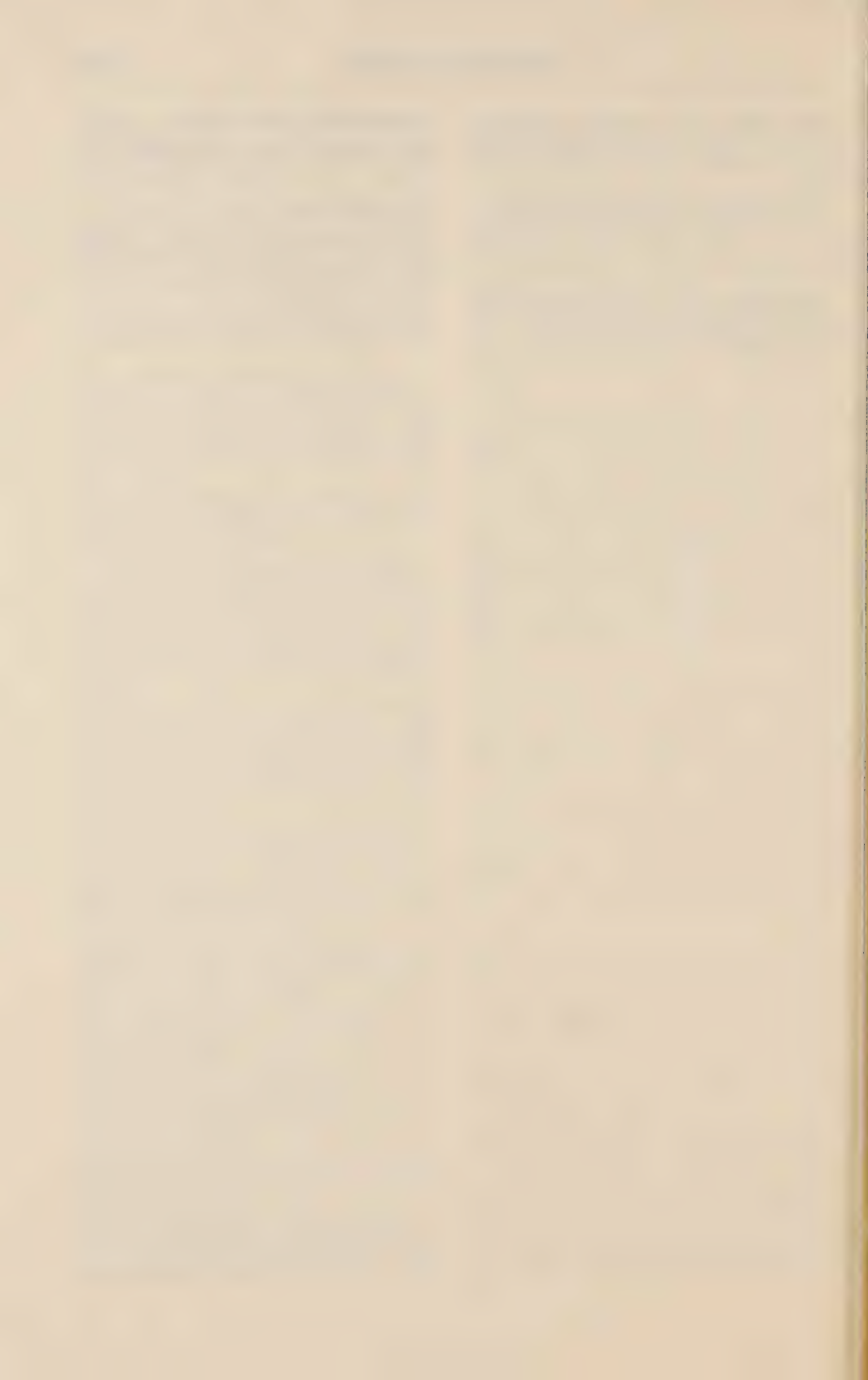
**Mr. Chairman:** Have you anything more to say?

**Hon. Mr. Gomme:** No.

**Mr. Chairman:** Hon. members, it being 10.00 p.m., I move that we adjourn until tomorrow afternoon at 3.30 p.m.

Motion agreed to.

The committee adjourned at 10.00 p.m.











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# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Highways

Chairman: Mr. Paul J. Yakabuski, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

Tuesday, November 25, 1969

Afternoon Session

Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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# CONTENTS

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Tuesday, November 25, 1969

Road Construction, continued	
King's Highway System .....	S-641
Motion to adjourn, Mr. Chairman, agreed to .....	S-668



# LEGISLATIVE ASSEMBLY OF ONTARIO

## Highways and Transport Standing Committee

TUESDAY, NOVEMBER 25, 1969

### ON THE ESTIMATES DEPARTMENT OF HIGHWAYS (continued)

The committee met at 3.30 p.m. in committee room 1.

**Mr. Chairman:** Continuing with Vote 903. Last night it was the wish of some committee members that we let a member deal with only one item at a time. We are wondering what the feeling of the committee is today because perhaps we are coming closer to the end of this particular vote. Maybe there are not that many items any particular member has, and he could deal with them all and get them over with. What are the feelings of the members? Shoot the works and get it over with?

**Mr. G. W. Innes (Oxford):** We are going to take the whole vote then? Not take it item by item?

**Mr. Chairman:** No, because on construction here they have been—

**An hon. member:** I think we would make better time on it that way.

**Mr. Chairman:** Is it agreed? **Mr. Jackson,** you were going at the time of adjournment so I guess you can commence today.

**Mr. D. Jackson (Timiskaming):** I would like to go back to the Chapat-Hughes bypass for a moment and when I said to the Minister that we would agree to a delay in the building of a bypass, we must have it on record that we would not agree to simply delaying the building of the bypass, if that is all it is going to amount to. We would agree to delaying the bypass providing that when it finally is built, it is built in a sensible area, bringing some reason or purpose to its building. Should that happen, should the Minister say that we will wait for two or three years until we can accumulate the necessary amount of money in order to build the bypass in its proper position, then we would agree to wait. However, if it is just going to

mean a delay and nothing is going to be changed, then he might as well go ahead with it now because he will in the future anyway. In the meantime, a little benefit will accrue to the township by the reconstruction of Highway 66. At least something will come to us. I wish to have that very straight. If we agree to any delay, and I say this for the Minister's information, if we agree to any delay, it is only because we hope that he will think it over, and when the bypass is finally built, it will be done in such a way that it will benefit the town, not only now, but in the future.

To go on to something else: Highway 560 in the area of Elk Lake and Gowganda. In 1967 the department started some construction on that highway. They constructed about six miles of it. At the end of the construction, they had a culvert half-placed. To this day this culvert is still half-placed. It is sitting in the ditch, unless it has been done in the last few weeks.

**Hon. G. E. Gomme (Minister of Highways):** When was this construction done?

**Mr. Jackson:** In 1967 it was done. 1966 and 1967. Since that time, they have done nothing. There has been some equipment sitting in there. On my frequent travels through I see a bulldozer shoving a little bit of gravel or making another hole in the road, but really no construction. We would like to know if we are going to wait for another five or six years for the next six miles of road. Or is it the intention of the department to let the contract and get it finished within the next year or so? Can the Minister give me some information on when the contracts will be let to finish that road?

**Hon. Mr. Gomme:** This, I understand, is a day-labour project, and we intend to continue it as money is available.

**Mr. E. W. Martel (Sudbury East):** It is the only road in Ontario where the passengers get sick in the back seat, Mr. Minister, because it is so crooked. They have to take pills. That is how bad that road is.

**Mr. Jackson:** Well, you say on a day-labour basis. But what type of day-labour? Surely not a man with a shovel. And that is all the construction that is being done.

**Hon. Mr. Gomme:** I do not think we are doing it that way.

**Mr. Jackson:** Since 1967 that culvert has been sitting on the side of the road. It is only in the last month or so that they have gone in with a bulldozer and started to put the culvert in. Since 1967 until this—

**Hon. Mr. Gomme:** Maybe they did not get up that far last year.

**Mr. Jackson:** Surely you cannot say that you are constructing. We might just as well do it the way they do in India, with hand baskets and shovels, if we are going to take ten years to—

**Hon. Mr. Gomme:** Well, I appreciate your compliment.

**An hon. member:** I agree. I have been on that road.

**Hon. Mr. Gomme:** So have I been on it.

**Mr. Martel:** And did you get sick?

**Hon. Mr. Gomme:** No.

**Mr. Martel:** Then you were not sitting in the back seat, because if you take your family on that road into Westree, you have to give your children pills in the back seat or they will throw up every bloody time. It is a disgrace.

**Mr. Jackson:** And my colleague puts it very mildly. We can come down here and watch them building the 401 and the 400. They will build a mile at \$14 million.

**Hon. Mr. Gomme:** Do you think there is any comparison to the traffic using the two roads?

**Mr. Jackson:** Surely your department has an obligation to provide service. This is what—

**Hon. Mr. Gomme:** We spend the same amount of money per mile down here.

**Mr. Jackson:** All I am saying is that surely you can complete it in a reasonable length of time. It does not take ten years to build 26 miles of highway. And that is just about how long it is going to take. The hon. member for Sudbury East stated that we have to wait for three or four more elections. Is that

what is going to happen? In 1967 we had an election. Are you going to do a little bit more in 1971? That surely is what appears to be happening. When we have an election, we build a little road. We should go across into Quebec if that is the way we are going to run things here. That is what has happened there for 25 or 30 years and it seems to be happening in northeastern Ontario.

But to go on from there, I brought to your attention four bridges: the one in Marquis township that you claimed was not repairable and would cost too much to repair; one in Dack township that you claimed was going to cost too much to repair; one in Eventurel township that you claim is going to cost too much to repair, and one in Otto township on Highway 112 that right at the moment has a ten-ton limit on it, and very shortly, I am sure, will be either closed or restricted to automobile traffic. These bridges were all built for a purpose. They served that purpose, and now the department tells us they are not going to repair them any more. They are going to close them, or build a detour around them. If we had maintained these bridges in a reasonable condition for the last 20 or 25 years, we would not be in a position where we have to replace them today. In the New Liskeard highways area, there are several hundred of those bridges. Every day another one gets to the point where it is beyond repair and it has to be replaced. And the Minister says we cannot afford the money.

**Hon. Mr. Gomme:** Are these bridges on our highways?

**Mr. Jackson:** They are partially your responsibility whether they are on the highways or not.

**Hon. Mr. Gomme:** Are they on our highways?

**Mr. Jackson:** They are within the municipalities. You have just categorically withdrawn your support. I have seen your letters.

**Hon. Mr. Gomme:** I doubt that.

**Mr. Jackson:** You doubt that! Surely the Minister should check and find out. Never mind doubting. This is what I get from the department all the time.

**Hon. Mr. Gomme:** Are they on our highways? You will not answer the question. This is what is wrong.

**Mr. Jackson:** They are within the municipalities where the department pays part of



the cost of maintaining them and they never have. They always give us the story that we can shore it up for another six months or shore it up for another ten years. They were development bridges most of them. But today we end up without bridges. The department suggests another detour.

It is getting to the point in northeastern Ontario that we have more detours than we have highways.

And all we can get when we come to the department is that we cannot afford repairs or it should not be repaired because it is going to cost too much. Today they are costing too much when it comes to \$400,000 to replace a bridge but maybe that bridge could have been repaired ten years ago for \$10,000 but it was just ignored. And that is what is happening with all the highways. We ignore them until we get to the point where we have to replace or rebuild. Even Highway 11 from Latchford north is in a dangerous state of repair, but what are they doing about it? They will wait until the point where it has to be replaced rather than maintained.

By taking these bridges out, which seems of no real concern to the Minister, we add 40 or 50 miles to the school bus run every morning. We add 50 miles to the fire protection run. If a fire breaks out in some of these areas, the fire truck will have to go an additional 50 miles on the return trip. Surely there is ample reason to maintain these bridges and I am asking the Minister to take a very serious look at it before the department sits back and decides they are not going to replace them because of the cost. Take into consideration that there is a goal of providing the service to the people of northeastern Ontario. It is a service that you have a duty to provide.

**Hon. Mr. Gomme:** And we are providing it.

**Mr. Jackson:** You are only providing when you are pushed into it. That Highway 560 has been since 1967, in a state of construction or a state of disrepair. Are you providing the service?

**Hon. Mr. Gomme:** Does the member realize that when the mine was opened there there were less than 50 cars a day using the road?

**Mr. Jackson:** Does the Minister also realize that his colleagues are telling us that it is a tourist area — that it is going to grow as a tourist area and that our only hope for existence today is as a tourist area? And yet the Minister of Highways says we do not

need the roads. You only make one trip in. You never make the second trip in and the tourist that goes in there once does not come back.

If the only consideration is money, then surely you must take into consideration the \$880 million that comes out of Kirkland Lake for which we receive very little. Millions of dollars came out of Cobalt and millions of dollars came out of Gowganda, and yet we do not have any highways.

Well, I have said just about all I need to say but I ask the Minister again to sit down with his department and reconsider the building of roads as a service to the people rather than as an economic liability to the province.

**Mr. Martel:** I have a few points I want to clean up from yesterday before I go on. I have had my rest.

As my colleague just said to you, once you make a trip over that highway you do not make a second. On two occasions I took my family into that area to a tourist camp for a vacation and on both occasions my wife and children got sick from the turns in that road and I know that the same thing has happened to other people I know. You make one trip over that highway and you are going to come out with a rather queasy stomach. In the case of little children it is going to go beyond that point.

I think it has to be the worst highway in Ontario. There is nothing that compares to it. I think that you might say that there were only 50 cars from the outset. I say that a new criterion has to be used. It strictly can't be cars. These people deserve services.

Where the area is largely exploited, where government policy has not allowed the development of the north but has rather allowed the exploitation of the materials from the north to the south or to the United States and this sort of policy, certainly there must be something in return to the services of these people where these great quantities of money are derived, for which these people obtain very little benefit.

Also, as I said to you before, I appreciated the opportunity of going to Sudbury to discuss the throughway. I, like the hon. member for Sudbury (Mr. E. W. Sopha), am not completely sold on it. I think I mentioned to you and the Deputy Minister that I personally prefer the circle bypass right around the entire city to move the men to the various mines and to their various places of employment. When one considers that in the basin in which I live, there are something like



1,300 people and a government study by Sawchuk and Peach indicates that within 20 years that area will, I believe, have up to about 30,000 people, one wonders whether a thoroughway is advisable or rather would it not be more advantageous in the long run to consider a circle bypass to move the traffic. I noticed Sawchuk's studies are correct, Mr. Minister, in that your bypass—your thoroughway—will probably not be feasible in fifteen years. Because once sewer and water go into the Hanmer Basin, hopefully starting next year, and up through to Chelmsford, that area will grow like wildfire. The city of Sudbury is not going to expand. It is not going anywhere. It is pretty well surrounded by rock. But the northwestern end of the area is going to grow and I don't think the bypass will serve to move the people to and from their places of employment without disrupting the entire city.

I know that they presented the facts. As I said, I had the pleasure of going with the Minister to see this. I was doubtful before and I am still somewhat dubious on some of the figures of people moving to and from the city to their places of work.

So just in passing I want for a moment to ask the Minister a couple of questions I raised yesterday to see if answers have been obtained for these yet. Starting with Sanco, were these the people that caused the problem in the Long Lake area? Does anyone know?

**Hon. Mr. Gomme:** I think this is contract number 68-129, Highway 543 from Sudbury southerly to Long Lake. This is the road you are referring to?

**Mr. Martel:** No, I am not talking about a road, Mr. Minister.

**Hon. Mr. Gomme:** No, but where the job was done. The contractor was Bot Construction of Oakville and the sub-contractor was Sanco. Early in November there was a report that an oil slick was found on Long Lake. Considerable publicity resulted from the activities of the local pollution control committee. The situation was reported on local TV. Water samples were taken by the OWRC and turned over to The Department of Health for testing. As it was thought that the asphalt plant could have caused the pollution, samples were taken in close proximity to the plant. The asphalt plant was located in a gravel pit approximately one-half mile from Long Lake and approximately 200 yards from a creek which leads into Long Lake.

The contractor applied a light coating of fuel oil to truck boxes to stop asphalt mix sticking to the box. This is a common practice in the industry, and would not be in sufficient quantity to cause any pollution. Too much fuel oil would affect the quality of the asphalt mix. The district feels this would not be a factor and were unaware of any other contractors' activities which would cause pollution.

It was reported on the local TV news last night, November 24, that the results of the samples didn't point to the contractor, Sanco, as being responsible for the pollution. Our district people point out there are numerous other uses made of Long Lake, such as camping, boating, airplanes, etc., which could have caused it.

**Mr. Martel:** Well, fine. As I say, the issue was brought to my attention. The pollution control committee indicated this was where the discharge was coming from, and I think this was just contributing to some of the great feeling I have for this wonderful company.

Also, just before we leave Sanco, is the Minister aware that Sanco was fined recently for leaving, I believe, 35 cases of blasting powder along the highway? Was this the same company?

**Hon. Mr. Gomme:** We aren't aware of that.

**Mr. Martel:** Well, I think this is the same outfit. I am just adding a little more to this wonderful feeling. You are having the Algonquin Road checked out, I presume.

I want to deal with one more case, then, Mr. Minister, rather briefly.

**Hon. Mr. Gomme:** I don't know the name Algonquin Road, but I have an answer to it. The subject road runs between Sudbury south limits southerly, then easterly to the junction with Highway 69, and the road assumed as a King's highway in 1937 was bypassed by the new Highway 69 alignment in 1956. It has a gravel surface in fair condition. Last year we spent something more than \$6,000 in localized capital improvements. This year we have spent \$6,000 for surface improvements and the district has asked for a further \$3,000. If the township of Broder had been organized, we would have transferred the road. As it is, the local roads in Broder are under Broder-Dill's local roads board, so that the transfer is not feasible. Mr. J. A. Kennedy of the Ontario Municipal Board is presently

studying the Sudbury area, and the eligibility of Broder township for municipal status. Was this the—

**Mr. Martel:** Right, that's the one. As I said, I pointed out some of the problems that occur. For example, last week one car took to the ditch that had been blasted out and that wasn't adequately protected. And I am just interested in ensuring that this road will be brought up to some standard, because there is flooding there annually. Hopefully the rock that is being blasted will now eliminate the great number of accidents that occurred on the one little hill, because in winter that was bare, and was constantly icy, and there were a great number of accidents on that particular point. I know that the Minister has given several work orders. But the one that I was told would have been finished, hopefully in the summer, I understand is being worked on now. I have been waiting rather anxiously to get a starting date and a completion date on that, because the residents are quite concerned over the condition of that road.

By the way, Mr. Minister, the local roads board would take the road from you, providing it were up to standard. But they don't think it's up to standard, and that's why they continually refuse to even discuss taking it over.

Now I want to deal with one other matter, which I could deal with at great length. I have a full volume of material on this case, which runs back—

**Hon. Mr. Gomme:** Would the hon. member just permit me one word on the reference to this Sudbury study? I would like to point out again that this study was a city study, and when we went up there to have the plan presented to us, it wasn't a plan that The Department of Highways was presenting to the city. I mean, they presented their plan, and their engineers' plan, to The Department of Highways. I rather take it that you think we should refuse to approve their plan, and this is difficult for me to do.

**Mr. Martel:** I am not suggesting you should not accept their plan. Possibly The Department of Highways should undertake a study of their own and consider a bypass, or a circle bypass, in view of the study done by Sawchuk and Peach for The Department of Municipal Affairs and the Ontario Housing Corporation, which indicates the value will grow two or three times once city water is brought in. This will expand right from Hamner to Chelmsford. I understand there

are several new mines opening in that particular area, Mr. Minister, and it is a great crisis crossing traffic which is just moving from the place of residence to the place in point, and much of it must go through the city. The same thing happens when you combine that with through traffic and the traffic within the city. It does cause congestion. My thinking was the circle bypass would be better so that all those workers and those travelling the highways wouldn't have to enter the city at all.

**Hon. Mr. Gomme:** Well, the thing is that according to the figures that were produced up there, I think it was 90 per cent of the traffic wanted to get into the city. Now we are going to do an area study up there and this particular problem has to be cured to get the traffic into the city and if we find out later that it is necessary to put in the bypass, if there is so much bypass traffic, well, of course we will have to build it.

**Mr. Martel:** Well, this is the thing I am asking to be considered for working men.

**Hon. Mr. Gomme:** There is going to be a study of our own next year.

**Mr. Martel:** Well, fine. That is what I say. I am not asking the Minister to block or turn down the city's application, but I do think we should be considering the circle bypass for the people to and from different areas.

**Hon. Mr. Gomme:** I would like to correct what I said. The study is presently under way and will be completed next year.

**Mr. Martel:** Oh, good. I would appreciate a copy of the results.

**Hon. Mr. Gomme:** Sure.

**Mr. Martel:** Fine, thank you. Well, I want to get to the last case I have. It is a rather lengthy case, Mr. Minister. You have been involved and your department. After looking through it, I don't feel there is much sense in going through the background, because in reading some of this material dealing with Swansea and the FCP General Contracting, it appears to me as though FCP were taken to the cleaners by Swansea for some \$12,000. Again this relates back to the contractor or sub-contractor, the problem I was talking about yesterday with Sanco and Star-Nell. Only this ones goes back—

**Hon. Mr. Gomme:** Well, don't cloud this one by putting the other—



**Mr. Martel:** No, no. I am just saying there is a relationship between them.

**Hon. Mr. Gomme:** There couldn't be.

**Mr. Martel:** Oh, yes. The department, in what I gather on this material, knew that the prime contractor did not pay the sub-contractor and in Star-Nell versus Sanco the same thing is occurring. The sub-contractor is not being paid by the prime contractor. Now the amount in question here is about \$12,000. Now, I have a few questions that I would like to ask. Apparently the claims committee reached a decision on this case in 1965. Could anyone advise me as to what the decision was of the claims department in respect to the claim by the sub-contractor in this case, namely FCP General Contracting Company against Swansea Construction? Could anyone tell me what the decision was?

**Hon. Mr. Gomme:** Would the hon. member go ahead with all his questions and I will—

**Mr. Martel:** I do not want to get lost in them.

**Hon. Mr. Gomme:** No.

**Mr. Martel:** I want to know what the decision was. Did the claims committee feel FCP had a legitimate claim against Swansea? And if so, for how much? And if yes, why was the money, the whole bag, released to Swansea? And finally, how much was awarded by the claims committee to FCP? Why? Who would pay this, the government or Swansea?

**Hon. Mr. Gomme:** You are talking about two things. I do not want to limit you, but it is basically the questions you want answered.

**Mr. Martel:** Right, because the background is pretty well established, I think.

**Hon. Mr. Gomme:** Well, knowing the member's great interest in FCP I—

**Mr. Martel:** Well, they just came to me, Mr. Minister.

**Hon. Mr. Gomme:** I thought I would get a little statement which I could give you pretty well on the other side of the coin. Now Swansea Construction Limited was awarded contract number 62-267 for the construction of an expressway from Highway 401 to the Toronto International Airport and for the reconstruction of part of Dixon Road in the same area. The tender value in the con-

tract was in excess of \$1,300,000. By an agreement made February 12, 1963, FCP General Contracting sub-contracted from Swansea the formwork showing and false work for two structures to be constructed under contract 62-267. Some of the provisions of the sub-contract that were pertinent to subsequent disputes are as follows.

The sub-contract price was \$41,200. Progress payments by Swansea were payable semi-monthly subject to a ten per cent hold-back. The hold-back was payable as received from the owner after satisfactory completion of the entire building.

Number two, FCP was liable to Swansea for any delay causing loss or damage to Swansea except as otherwise noticed in the sub-contract.

Three, material furnished and work done by FCP was to be to the satisfaction of the department's engineers.

Four, Swansea was entitled to withhold payments from FCP to protect itself against loss on account of defective work not properly remedied.

Five, FCP waived and released all privilege or right of privilege and all liens or right of liens for work done or materials furnished upon any money or monies due to Swansea.

Six, disagreement under the sub-contract was subject to arbitration.

The work under the sub-contract was to be completed by May 15, 1963, but was not in fact completed until October, 1963. This delay was caused by a number of factors, including a severe windstorm which blew down partially-completed forms, a carpenter strike, changes in plans, drainage problems and non-satisfactory soil condition. Apart from these physical problems, it was alleged by FCP that Swansea and the department interfered with his work, and by Swansea and the department that FCP work was inadequate.

As a result of these delays and the number of incidents which occurred, during the course of the work, FCP submitted a series of claims against Swansea totalling approximately \$12,000.

I think this is one figure you asked for and a series of claims against the department totalling approximately \$17,000. The claims against Swansea were denied by that company and, in fact, it was stated by Swansea that it had counterclaims against FCP in excess of \$4,600. The solicitors for Swansea invited FCP on several occasions during 1964



and 1965 to start arbitration or court proceedings offering to co-operate and to expedite the hearing. Instead of establishing the claim in this manner, FCP continued to press the department to take action to force Swansea to pay the claims, that is, by withholding all further payments on the contract. FCP also argued that it could not proceed with its claim against Swansea until the claims against the department were resolved. The claims against the department were referred to an independent claims committee, provided for in the contract between the department and Swansea, and an award of \$479.50 was made by the committee to FCP on October 13, 1965. During this period, when FCP was demanding payment from Swansea and the department, Swansea was also demanding payment of the whole job under the contract, as the entire work was completed in July, 1964.

In view of the dispute over the money and the position of the department, FCP was advised by the department on August 16, 1965, that if legal action was not taken by FCP against Swansea in respect of the claim within two weeks following receipt of the claims committee decision, the department would pay over to Swansea any amount remaining unpaid on their contract to which they were entitled.

On October 29, 1965, 16 days after the decision, FCP was reminded of the department's position and asked to provide, by return mail, satisfactory evidence that FCP was proceeding with legal action against Swansea or arbitration proceedings.

FCP replied on November 2, 1965, but in terms which indicated that no action had been commenced. In these circumstances the whole payment was released to Swansea and the department has now, to the credit of FCP, only the sum of \$479.50, awarded by the claims committee, which FCP can obtain at any time, by signing the usual release.

On January 13, 1966, a writ was issued in the Supreme Court of Ontario, on behalf of FCP, commencing an action against Swansea. So far as we are aware, no further proceedings have taken place since the issuance of the writ.

In summary, the department, in keeping with its policy of protecting the creditors, gave FCP every reasonable opportunity to establish the validity of the claims against Swansea and withheld money from Swansea as long as could be reasonably justified. Since the validity of the claim has never been established there is not now, and there never has been, a

sound basis on which the department could either pay the claim or compel Swansea to pay the claim.

I think this outlines the sequence of events and what happened. I think that answers the questions which you asked.

**Mr. Martel:** No. A couple of them. The claims committee decision in 1965 was between the department then and FCP and not between—

**Hon. Mr. Gomme:** That is right.

**Mr. Martel:** Now, when all of this was going on, did the claims committee feel that FCP had a legitimate complaint in terms of dollars against Swansea?

**Hon. Mr. Gomme:** Well, that would not go to the claims committee.

**Mr. Martel:** Mr. Minister, then how in the world can your predecessor maintain that he did and that you have, that the sub-contractors are protected?

**Mr. C. T. Rollins (Hastings):** On a point of order. Is this pertaining to the estimates—back in 1965? If so, would you please rule that this is permissible on the present estimate?

**Mr. Chairman:** Well, it may only be remotely related but there is a figure of some \$479 contained in this estimate still being held.

**Mr. Rollins:** Thank you, Mr. Chairman.

**Hon. Mr. Gomme:** I wonder if, in answer to the particular question which you are now asking, I could just give you the general policy of the department in the payment of creditors?

The department's policy in respect of the payment of creditors is intended to ensure that creditors of contractors engaged by the department are paid. The terms of our construction contracts provide that the department may withhold payment from the contractor, so long as any creditor is unpaid. This we did.

**Mr. Martel:** Right. This is where we are.

**Hon. Mr. Gomme:** No. If you recall my statement there this thing dragged on for years.

**Mr. Martel:** This is where you are hung, Mr. Minister.

**Hon. Mr. Gomme:** No, it is not. No, really not. The solicitors for Swansea invited FCP on several occasions, during 1964 and 1965, to start arbitration or court proceedings. This is the way they had of managing to get their money from Swansea.

**Mr. Martel:** The point I am making, Mr. Minister, is that the contractor, the prime contractor, was paid off and I want to know if the department, at the time of paying Swansea off, knew that one of his creditors was not paid. This is the point dealing with this case. This is the point dealing with Star-Nell and—

**Hon. Mr. Gomme:** Oh, no. Star-Nell is not finished.

**Mr. Martel:** I am not making the point it is finished.

**Hon. Mr. Gomme:** No, but the point is with this one that, of course, we knew, and of course we held the money. But you realize that we held it for nearly a year, giving this man the opportunity to prove his case with Swansea, through the courts, or through arbitration. And then we so informed him that unless he gave us evidence that this was being done there was nothing else we could do but pay the money over to Swansea. They had sufficient warning of the steps that we had to take.

**Mr. Martel:** This relates to the whole problem of sub-contracting, Mr. Minister. First of all, the department should know every sub-contractor that is working for a prime contractor.

**Hon. Mr. Gomme:** We do.

**Mr. Martel:** No, you do not. You know the ones who are the authorized sub-contractors but there are those—you admitted this yesterday when we discussed Halleman, Kramer—you do not know who are working for the prime contractor. Now he went out and hired them to do this work on his own.

**Hon. Mr. Gomme:** If the member would just keep this case separate from the other it would be easier.

**Mr. Martel:** It is very related.

**Hon. Mr. Gomme:** But let us just tackle this one. We had that one over. You maintain that we should know everybody that is working for a sub-contractor.

**Mr. Martel:** No, for a prime contractor.

**Hon. Mr. Gomme:** We did that. Even in the Sanco case we knew the two sub-contractors.

**Mr. Martel:** You knew the two authorized sub-contractors. You did not know the other ones.

**Hon. Mr. Gomme:** Well, did Sanco employ these other people or did the sub-contractors employ them?

**Mr. Martel:** I do not know.

**Hon. Mr. Gomme:** This is what I tried to tell you yesterday. If the sub-contractor employed equipment operators, we would not know that.

**Mr. Martel:** Then how can you pay the prime contractor, Mr. Minister, and know that all of the creditors are being paid, when you do not know all of the people who are employed on some of these jobs?

**Hon. Mr. Gomme:** But the prime contractor signs an affidavit.

**Mr. Martel:** Well, certainly he signs an affidavit. What difference does that make?

**Hon. Mr. Gomme:** Do you mean to say that you do not believe these fellows?

**Mr. Martel:** That is right. I overheard a discussion in the Sanco case, Mr. Minister, where the president told Star-Nell to cash a \$27,000 cheque and when it came time to cash the cheque it was not cashable, if I can use that word. Now you are asking me if I believe them. I am sorry, but hearing it from them and when the sub-contractor goes to cash the cheque and he cannot cash it, it leaves me no alternative but not to believe the prime contractor because I heard the prime contractor tell the sub-contractor this. Now would you believe such a man?

**Hon. Mr. Gomme:** Well, if the hon. member would stay with FCP. We went over that yesterday and—

**Mr. Martel:** But you asked me if I believed the prime contractor.

**Hon. Mr. Gomme:** But we still have money available for these people and as I pointed out to you yesterday, the man that requires the money has not filed a claim. And we cannot go—

**Mr. Martel:** Well, I hope that meeting has been set up with Sanco.

**Hon. Mr. Gomme:** I can't answer, but will phone you about that afterwards.

**Mr. Martel:** Well, let us go back to this case.

**Hon. Mr. Gomme:** Yes, it is more pleasant.

**Mr. Martel:** Well, let us go back to what I was trying to establish. Did you people know at the time that Swansea was given the hold-back—that all of Swansea's creditors had not been paid? Yes or no?

**Hon. Mr. Gomme:** What I might point out is that FCP had a claim against Swansea, and what I read in this statement is very clear as to the system we took to protect everyone. Now you realize this.

**Mr. Martel:** But you are not answering my question, are you? My question is a very simple one, which requires either yes or no. Did The Department of Highways know that one of Swansea's creditors had not been paid?

**Hon. Mr. Gomme:** Yes.

**Mr. Martel:** And you gave the hold-back?

**Hon. Mr. Gomme:** No. You cannot take that, unless you take into account the qualifications which we used to give it—and this you refuse to accept. Could I read that again?

In view of the dispute over the money and the possession of the department, FCP was advised by the department on August 16, 1965, that if legal action was not taken by FCP against Swansea in respect of the claim within two weeks following the receipt of the claims committee decision, the department would pay over to Swansea any amounts remaining unpaid on their contract to which they were entitled.

And then, 16 days later, October 29, FCP was again reminded of the department's position, and they were asked to provide by return mail satisfactory evidence that FCP was proceeding with legal action against Swansea, or arbitration proceedings.

**Mr. Martel:** That was done on November 2, wasn't it?

**Hon. Mr. Gomme:** I might point out the terms. We may be mincing words a little. He was not a creditor. He had a claim against the other contractor.

**Mr. Martel:** Well, was he claiming for work done, or damage?

**An hon. member:** Why don't you write a letter?

**Mr. Martel:** Here is a file of letters. Maybe you would like to read it. Would you like to read them? No? That should answer your question. Mr. Minister, I think it is your move.

**Hon. Mr. Gomme:** My move? Well, I've explained our position.

**Mr. Martel:** Well, out of all this, I can gather that the department tried to get FCP to move. He indicated he was willing to, and the department, knowing full well—

**Hon. Mr. Gomme:** Where did he indicate that he was willing to move?

**Mr. Martel:** He wrote you a letter on November 2, didn't he? FCP wrote you a letter on November 2 of that year, indicating that he was going to lay charges at the appropriate time, did he not?

**Hon. Mr. Gomme:** Well, I haven't the copy of that, but on January 13, 1966, a writ was issued in the Supreme Court on behalf of FCP, commencing an action against Swansea.

**Mr. Martel:** When did Swansea go out of business, by the way?

**Hon. Mr. Gomme:** I think it was 1968.

**An hon. member:** It was before that.

**Hon. Mr. Gomme:** Was it?

**Mr. Martel:** So the creditor gets hung up, Mr. Minister, or the claimant. He did start a proceeding, and the money, that is the hold-back, was paid out by the department after he indicated to you on November 2 by registered mail that he was going to take legal action against Swansea, which he started in January, 1966. The money was paid back, and the claim, to all intents and purposes, is down the drain, and FCP is out some \$12,000 possibly.

**Hon. Mr. Gomme:** In the letter which he wrote to us on November 2, 1965, the terms indicated that no action had been commenced.

**Mr. Martel:** Well, wait a minute. I had better find this letter and read it to you, then.

**An hon. member:** Set up a royal commission on highways.

**Hon. Mr. Gomme:** Would you like that?

**Mr. Martel:** Mr. Minister, I can not find the appropriate letter, but it is here somewhere.

**Mr. Chairman:** Are you ready, Mr. Martel?



**Mr. Martel:** I am trying desperately to locate this letter.

**Mr. Chairman:** There are many more people wanting to speak.

**Mr. Martel:** I am aware of it, but I would hate to leave the impression with the committee that FCP did not contact the department, and did not indicate to the Minister that they intended fully to lay a charge in their own good time, at the appropriate occasion. I seem to have misplaced that letter, but I would not want anyone to believe that it did not arrive.

I am going to sum up then. Unless the department adopts what seems to be a more protective policy than is now in existence, then there are going to be more sub-contractors who are going to get the short end of the stick, as FCP did. And that other case that you do not want to mention, is in the process. I would ask that the Minister know every person from here on in, who works on any contract. Whether he is hired by the prime contractor or the sub-contractor does not matter so long as everyone is known, and that it is known before final payment, that every sub-contractor is paid. You can let them battle it out whether they want to do it in the courts or through arbitration. But until the decision is arrived at, the department should just hang on to the bundle until this decision is arrived at because I don't think we can allow this sort of shenanigan to go on any longer.

**Hon. Mr. Gomme:** Mr. Chairman, maybe there are just two letters that I could read. On August 16, we wrote to Mr. Paul.

**Mr. Martel:** I've got it.

**Hon. Mr. Gomme:** Well, all right, the committee hasn't heard it.

Mr. J. F. McGinn has passed on your letter of August 9, together with a copy of your letter to Mr. G. Mitchell of the same date.

Please be advised to the extent that any decision of the claims committee establishes that you are entitled to further compensation in respect to your work. This department will deal directly with you and make payments to you. I wish to emphasize that such payments will only be made to you if the resultant claims for work or circumstances are not covered by the original contract price. The finding of the claims committee could possibly indicate that your claim is against Swansea Con-

struction rather than against the department, and in such case we would not be in a position to immediately make payment to you of any such claim.

Further to the above, it is the department's position that it cannot withhold the final payment to Swansea Construction Company indefinitely.

**Mr. Martel:** Why not?

**Hon. Mr. Gomme:** To continue:

Therefore, if you have not taken legal action in respect of your claim against the general contractor within two weeks following the receipt of the claims committee decision, the department will pay over to Swansea any amounts remaining unpaid on their contract and to which they are entitled.

So, on November 2, there was a letter that came to The Department of Highways, and it is signed by Mr. Paul of FCP General Contracting.

Gentlemen: Re: Contract 62-267.

To your letter of October 29, may I ask you if you wrote this letter in the interest of Swansea Construction? I sincerely hope that you are not soliciting on a part-time basis.

This is to our director of legal branch, Mr. Crosbie.

It seems you are not ashamed to use any pressure methods for your sweetheart company, although your letters are off the meaning of paragraph 20 of Claims Proceeding or other written contracts.

However, within the required time, we will take the necessary steps for legal proceedings not only against Swansea Construction but also against The Department of Highways if our claims have not been met to our satisfaction. We therefore advise you to rest assured that you will hear from us in due course, and if you, Mr. Crosbie, still hang around the department at a later time, we will have no alternative but to meet again where we then really hope you will have an answer, or take your grandmother along. It is a sad thing that you ask for this letter.

Yours truly.

**Mr. Martel:** Yes, I have read the letter.

**Mr. B. Newman (Windsor - Walkerville):** Who signed that, Mr. Minister?

**Hon. Mr. Gomme:** F. C. Paul.

Interjection by an hon. member.

**Mr. Martel:** And what, might I ask, was the interjection about? You know, if you had gone through this stack of correspondence, you would have reached a point of frustration I believe.

**Hon. Mr. Gomme:** I am glad you said that because I did too.

**Mr. Martel:** I don't doubt you did. But I am sure Mr. Paul, who is the one who was apparently short-changed to the tune of some \$12,000 feels rather put out, as I imagine anyone in this room that did some work and, in his opinion, got taken for \$12,000 would feel. After reams of correspondence, he is still no farther ahead, and finally the department releases the money.

**Hon. Mr. Gomme:** Not without informing him.

**Mr. Martel:** Mr. Minister, you yourself said in January, 1966, the charge was laid. Right? But the money in the meantime had been paid out, hadn't it?

**Hon. Mr. Gomme:** We told him. He had a month in which to start proceedings or at least tell us.

**Mr. Martel:** You people have had two years of procrastination in this case. You give him one month. That is very benevolent.

**Hon. Mr. Gomme:** We didn't have any procrastination.

**Mr. Martel:** This case ran for how many years?

**Hon. Mr. Gomme:** Why didn't he take some legal action?

**Mr. Martel:** He wanted to clear it without going to court, I imagine. If it is taken to court and your lawyers get hold of it, by the time you get through you would have all the money and he would have all the bills. I am not being very generous to the lawyers today. Well, hopefully, what I summed up a while ago will be adhered to in future, Mr. Minister. That you will know every sub-contractor and those people who are hired by the sub-contractor and before the prime contractor is paid off you will be assured that all of these people have received their just due.

**Hon. Mr. Gomme:** Mr. Chairman, just in case the hon. member was not given a clipping from *The Globe and Mail* of June 27,

1969, I would like to read this into the record. The heading is:

**\$850,000 ACTION AGAINST THE CNR  
AND TWO ENGINEERS DISMISSED**

Mr. Justice J. L. Wilson yesterday dismissed the civil action in which Frank and Charlotte Paul, trading as Midland Structural Company, sued the Canadian National Railways and its two engineers for \$850,000 in costs.

Mr. and Mrs. Paul—

**Mr. Martel:** What has this got to do with the case?

**Hon. Mr. Gomme:** To continue:

—alleged that the CNR conspired to cause them financial hardship, expel them from an underpass project, and breached its contracts with them. Mr. Justice Wilson described Mr. Paul as determined and clever, and said it appears he is difficult to get along with.

"There is no evidence whatever of conspiracy and I am driven to the conclusion that the plaintiff, Frank Paul, must have misinformed his solicitor," Mr. Justice Wilson said.

The action has become one for payment of a balance due under the construction contract, together with damages for breach of contract, including loss of profit, against the CNR.

When the action began Mr. Paul issued a subpoena to Mr. Justice C. Stewart, who responded to it in an unprecedented manner through his son, lawyer H. D. Stewart. Mr. Justice Stewart said he appeared out of a sense of deference to the court and of courtesy to Mr. Paul. In practice, only the Queen is excused from responding to the subpoena, but by custom and legal precedent, judges are excused unless an issue of fundamental importance arises. Mr. Stewart said Mr. Justice Stewart knew nothing about the case before Mr. Justice Wilson, apart from some motions that had been before him, and asked to be discharged.

Mr. Justice Wilson told Mr. Paul he had no business bringing Mr. Justice Stewart into court, and discharged the judge. He said he was tempted to punish Mr. Paul for contempt, but was treating him leniently because he was a layman.

The plaintiffs alleged that by contract of April 29, 1966, they agreed to build an underpass on Dixie Road to replace a level crossing on the CNR line near Oakville,



but that the defendants, including R. L. Gray and G. H. Workman, made it impossible for them to complete construction. Mr. Gray is regional engineer for CNR Great Lakes Region and Mr. Workman is the bridge and structural engineer. The defendants denied any conspiracy or wrongdoing.

Mr. Gray said he took the work out of the plaintiffs' hands because they failed to comply with instructions on the placement of concrete and other requirements. The CNR engaged a second contractor to complete the work. The real trouble began with the way in which the concrete was handled by the plaintiff on the site.

Mr. Justice Wilson said he held that Mr. Paul was properly discharged from the project, and the CNR was justified. There was no evidence to justify his accepting a claim by Mr. Paul for \$47,954 against the CNR, Mr. Justice Wilson said.

Mr. Martel: Well, that is fine, Mr. Minister, but first of all, what has this got to do with the case? I realize what you are attempting to do.

Mr. Chairman: Just a moment. This has just as much to do with the case as Star-Nell had to do with this case.

Mr. Martel: Fine, but—

An hon. member: Surely, Mr. Chairman, it is not up to you to—

Mr. Martel: No, no, Mr. Chairman. I am talking to the Minister and I—

Mr. Chairman: I want to put it in its proper light.

Mr. Martel: I think the Minister is quite capable of defending himself. He does not need the Chairman to come to his defence at any time.

Interjection by an hon. member.

Mr. Martel: Well, you just stand up when you want to. Come around the House once in a while and get into the debate. Just drop in sometime.

First of all, I think this had nothing to do with what the Minister just read. It is a nice interesting little story, but what it has to do with the case is really immaterial, outside of the fact that you are trying to prove that—well, let us say you are slandering Mr. Paul's name by reading that. It has nothing to do with this matter. Secondly, he was not let go from Swansea, was he?

Mr. A. K. Meen (York East): Mr. Chairman, on a point—

Mr. Martel: Here we come.

Mr. Meen: No. The hon. member for Sudbury East is suggesting that the Minister is slandering.

Mr. Jackson: For what purpose is he reading this statement if not to slander?

Mr. Meen: He most certainly is not. He is reading a factual report on a matter—

Mr. Martel: On a railroad incident. Do not—

Mr. Meen: And a perfect illustration of the kind of character this fellow Paul is.

An hon. member: Mr. Chairman, on this same point of order. For what purpose would the Minister read it if it were not to show that there is—

Interjections by hon. members.

Mr. Martel: This has nothing to do with the case. This case which the Minister is trying so desperately to defend now has nothing to do with the case in question. Absolutely nothing. We are talking about a conflict between a sub-contractor and a contractor that went to the department to try and get straightened out. The reading of this into the records was simply to discredit Mr. Paul's name. It has no connection with this whatsoever.

Interjection by an hon. member.

Mr. Martel: I am talking about \$12,000 to his sub-contractor.

Mr. G. Ben (Humber): This newspaper story has nothing to do with the case.

Mr. Martel: That is right. Drag something in.

Hon. Mr. Gomme: Mr. Chairman, if I might be permitted a word. There has been a lot said about my motive. If you will recall the date of the article which I read, and you also recall the date when the writ was issued, the outcome of that case may have been the great reason for Mr. Paul not proceeding any further.

Mr. Martel: All I am saying, Mr. Minister, is that the man had a claim against a company, and the department, even though they knew the details, allowed the payment of the money, the hold-back, to the prime contractor.



**Hon. Mr. Gomme:** Mr. Chairman, there are none so deaf as those that will not hear. I told the hon. member the background of the payment of the money.

**Mr. Martel:** Right.

**Hon. Mr. Gomme:** And the man was well informed.

**Mr. Martel:** Right.

**Hon. Mr. Gomme:** And all he had to do was to give his proof that he was proceeding with the case.

**Mr. Martel:** Right, and he indicated this to you in a letter on November 2.

**Hon. Mr. Gomme:** I read that letter, Mr. Chairman, and he gave us no proof that he was proceeding.

**Mr. Martel:** He said he was going to make the charge, did he not?

**Hon. Mr. Gomme:** None whatever.

**Mr. Martel:** It depends on how you want to read his letter, does it not?

Interjection by an hon. member.

**Mr. Martel:** I am just relating this to the case that I related yesterday. There has to be some guarantee that all sub-contractors are protected in future against prime contractors, and I think that the DHO, with its hold-back, should ensure that all of these people are paid or that hold-back be retained until disputes are resolved. Now I think the Minister would agree with that.

**Mr. J. A. Belanger (Prescott and Russell):** Mr. Chairman, I was not here yesterday and I do not know if Highway 417 was discussed.

**Mr. R. H. Knight (Port Arthur):** Yes, it was, very briefly.

**Mr. Belanger:** But I would still like to ask a few questions. If they have been answered, I will look it up in *Hansard* and I will get my answers.

**Mr. Chairman:** Well, we will not know until you ask them.

**Mr. Belanger:** On November 15, 1968, the Minister announced that tenders would be called for the first contract of a \$70 million Highway 417, a magnificent new four-lane freeway between Ottawa and the Quebec border. To add to our delight, the Minister disclosed that the estimated construction time

of this 63-mile freeway would be cut in half. To quote the Minister: "We are now working on a target date of six years for completion. The first contract will call for clearing a 4.8-mile section of the right-of-way between the base line road of Ramsayville and the eighth-line road in Gloucester township."

Now, the opening ceremonies for the clearing of the first stretch were held on June 9 of this year. What I would like to know is this. Are we running on schedule?

**Hon. Mr. Gomme:** The answer is yes.

**Mr. Belanger:** Now, have additional contracts been scheduled to maintain a continuous sequence of construction?

**Hon. Mr. Gomme:** Yes.

**Mr. Belanger:** I understand you are using only Department of Highways engineers on this project. Now, is it the intention of the department to use consultants if it should become necessary to complete the project on the target date?

**Hon. Mr. Gomme:** If it is necessary, but we do not feel that it is necessary. We would only use them for design, we would not use them for supervision.

Interjection by an hon. member.

**Mr. Belanger:** No he did not. I've been asking him since Thursday.

Now, one last question. I would like to read a letter, and it will be very short:

Enclosed please find a true copy of a resolution passed in open council of the township of Russell.

The members of council agree to the scheme as shown on Plan 9-FP-47, with the exception of the closing of the Nine Mile Road, in concessions eight and nine, between lots 17 and 18. The council feels there should be an overpass at that point, to service the north part of our township.

As quoted in the resolution, it will necessitate many extra miles, not only to service the township, but also will affect the local traffic, such as school buses, milk route, and religious parish boundaries.

We trust you will give these important objections your immediate attention.

Jean Guy Boudreau, Clerk-Treasurer.

And here is a copy of the resolution:

Be it resolved that we accept the proposed plan for construction of Highway number 417 across the township of Russell,

with the exception of closing the Nine Mile Road between concessions eight and nine, between lots 17 and 18, as we feel there should be an overpass to service these roads for the following reasons.

Of course, I outlined the reasons in the letter.

Now, I would like an answer as to whether you have answered this resolution.

**Hon. Mr. Gomme:** What date is that, if I might ask?

**Mr. Belanger:** October 6, 1969.

**Hon. Mr. Gomme:** The point about it is that that closing might show on our functional plan, but it will have to go before the municipal board.

There is one other thing, Mr. Chairman, the hon. member for Glengarry (Mr. Villeneuve) asked a number of questions along with the hon. member for Carleton (Mr. W. E. Johnston) yesterday. Further to some of the answers, the hon. member for Glengarry asked in particular for the acquisition of property on this road, and I would point out that our appraisals have been completed and now are in the process of being reviewed. It was the original plan to be in a position to start buying this week. However, due to our need to acquire additional comparable figures to assure our offers represent full current prices, there has been a short delay. Therefore, having received this information, we will be in a position to start purchasing in approximately two to three weeks.

In respect of French-speaking agents, arrangements were made approximately six months ago to have French-speaking agents available. Two bilingual agents are in the Kingston region. Although we shall be using other qualified English-speaking agents, they have been instructed to notify each of the owners who is French-speaking of the availability of a bilingual agent if he prefers to negotiate with him.

**Mr. Innes:** Mr. Chairman, there are a few areas that I would like to ask what progress is being made on certain sections of the highways. I have a few here that I will give to the Minister, and possibly his staff can jot them down while I go on to other material.

Highway 28 from Haultain south to the city limits of Peterborough. It is possible that this is already under study, but this particular stretch of road is very hazardous at the moment.

Now, in the same area, in the village of Lakefield, there are two bridges that cross the Trent Canal system. They are approximately 100 yards apart, and they are at a 90-degree angle towards one another. As well, these bridges are very narrow, especially when trucks or buses are met. This forms part of Highway 28 too, as I just mentioned. I wonder if the Minister or one of his staff has any indication what is transpiring in this particular area.

**Hon. Mr. Gomme:** I am informed that we do not have that particular material here, but we will get an answer and let you know.

**Mr. Innes:** People in the Ottawa area have always been very critical of their highways down there, and I would like to know what is happening to Highway 16, which runs from Ottawa to Highway 401. As you know, it's one of the main entries to the—

**Hon. Mr. Gomme:** Mr. Chairman, we went over that very fully yesterday and there is a statement in *Hansard* about it.

**Mr. Innes:** Well, that is good. What stage is it in? Well, that is O.K. Fair enough.

**Hon. Mr. Gomme:** A lot of it is under construction.

**Mr. Innes:** All right, that is good.

**Hon. Mr. Gomme:** But it is all in *Hansard*.

**Mr. Innes:** Now, there is a bridge up just half a mile west of Melbourne that has been constructed lately. I think it is referred to as the Hindman Bridge. I would like to know the total cost.

**Hon. Mr. Gomme:** Is this on a highway?

**Mr. Innes:** This is Highway 2. Possibly you could find out the total cost of that bridge for me and give it to me later. Now I am going to—

**Hon. Mr. Gomme:** Hindman, did you say?

**Mr. Innes:** Hindman? It is referred to as the Hindman Bridge?

**Hon. Mr. Gomme:** Highway 2?

**Mr. Innes:** Highway 2 about half a mile west of Melbourne.

I have a letter here from a person in Grey County who is complaining about some of the highways up in that area. The hon. member for Grey-Bruce (Mr. Sargent) is here, but he said: Well, say, you better take a



crack at that and then I can follow up if you happen to miss anything. But I will just relate what is stated in this letter. Number 26 highway is in need of straightening and widening. This road carries heavy traffic summer and winter, and tourists pour in all seasons to the Georgian Bay area, especially heavy in the winter during skiing.

I understand that at least one contract is called or a portion of that is to be let shortly. Maybe you can inform us what is happening on Highway 26. Highway 10 is the main artery through this county, and is also in need of rebuilding. Lack of proper highways is stifling the growth of this particular area and the yearly tourist flow to the area is estimated in many thousands.

**Hon. Mr. Gomme:** Number 26 was awarded on September 3.

**Mr. Innes:** And when do you expect the completion?

**Hon. Mr. Gomme:** Well, I had a deal on with the hon. member for Grey-Bruce on that which we had to cancel—

**Mr. Innes:** Well, that is too bad.

**Hon. Mr. Gomme:** —to tour this road.

**Mr. E. Sargent (Grey-Bruce):** Mr. Chairman, what segment of 26? What segment was awarded then on September 3?

**Hon. Mr. Gomme:** What portion?

**Mr. Sargent:** Yes. And how much?

**Hon. Mr. Gomme:** From a point four miles west of city road number 7 at Brocks Beach westerly to 1.2 miles west of Collingwood.

**Mr. Sargent:** That is in South Grey. That is Grey South riding. That is great, it is helping a bit. I am sorry.

**Mr. Innes:** That is all right. That pretty well—

**Mr. Sargent:** Well, we have got problems in that area.

**Mr. Innes:** Highway 6 is in fair shape at the moment, is that true?

Now, with the announcement yesterday of the Premier (Mr. Robarts) that there were going to be extensive expenses, or should I say, in connection with the study of the extension of GO Transit in and surrounding this particular metropolis.

**Some hon. members:** Vote 904.

**Mr. Innes:** No, no. This is in. I am talking about municipal subsidies, and I guess I am just leading up to our remarks. At the Ontario Municipal Association meeting in late August, they recommended that Parliament should pay 100 per cent of the cost of construction of expressways or connecting links in the municipalities. Now, as you know, for many years there are several areas within the province that have been complaining about some help in relation to connecting links. Of course, London is a case in point at the moment where there is tremendous controversy. Woodstock is another one. Belleville is another one. I think previously the department did pay, or they still pay, 33½ per cent of the cost of acquiring land. But they have increased the amount of road allowance that the individual municipality for connecting links have to widen their road. Certainly, if this is true, I think the department should be bearing a greater cost of the acquisition of this land. As you know, the land prices have gone up tremendously and this is at the same figure as it was many, many years ago. I would like the Minister to comment on what he feels is proper for these outlying areas. If Toronto in fact is going to get this extra subsidy, these extra grants so to speak, surely some of the outlying areas in London, Woodstock, Kitchener, are entitled to some consideration.

**Hon. Mr. Gomme:** Might I ask the hon. member, are you asking about the subsidy on—

**Mr. Innes:** Yes.

**Hon. Mr. Gomme:** —on property purchase or just what was it?

**Mr. Innes:** I am talking about increasing the subsidy to 100 per cent from 75 on expressways, and I am talking about increasing the 33½ per cent on acquisition of land.

**Hon. Mr. Gomme:** That will be 50 per cent on January 1 on the acquisitions, and the policy has been 100 per cent for connecting links in villages with a population of 2,600 or less, towns 90 per cent and cities 75 per cent.

**Mr. Innes:** But not expressways or connecting links.

**Hon. Mr. Gomme:** Yes, but—

**Mr. Innes:** Yes, 75 per cent. But are you asking for 100 per cent? Any reaction to that? Now, I was wondering in the municipal subsidies if the department allows for counties



to go together and buy materials in group, so to speak. I think each county at the moment—

**Hon. Mr. Gomme:** No, we would allow them to do that.

**Mr. Innes:** You would allow them to. Tell me, are there any of them doing this at the moment, say in large?—

**Hon. Mr. Gomme:** I do not know of any, but I—

**Mr. Innes:** Do you not feel that this would be a saving if they could buy their soil for their roads, or their calcium chloride, in large quantities? You would permit this. Have you made any recommendation to them that they do this?

**Hon. Mr. Gomme:** No, I do not believe we have.

**Mr. Innes:** Do you not feel it would be a saving to someone?

**Hon. Mr. Gomme:** We would not discourage them doing that.

**Mr. Innes:** O.K. The city of London has complained bitterly that the suburban roads commission that was inaugurated in 1917 is not really doing too much for them and they have applied to the department to get out of the contribution that they are making to the suburban roads commission. You have had representation from the city on this. What is your decision, or have you given them any?

Interjection by an hon. member.

**Mr. Innes:** I am asking the Minister.

**Hon. Mr. Gomme:** No, we haven't decided to discontinue the suburban road commission. But I would point out to the hon. member that we have increased the subsidy to cities and separated towns who are the ones who contribute to these things by an amount far greater than what any of them pay to the suburban roads commission. But there are specific places where suburban road commissions are phasing out such as the Ottawa-Carleton region and the Niagara region. When there is a regional road commission, there is no further need of these facilities.

**Mr. Innes:** Of course, they claim that they are paying for roads that do not even come into their area. That is an extra cost to their jurisdiction.

**Hon. Mr. Gomme:** Again I point out that we have made available under this new sub-

sidy a far greater amount than they will be paying on suburban roads.

**Mr. Innes:** You will have to explain that to them apparently. There is one other area that I wanted to chat about just quickly. I won't take too much of your time. It is to do with the pull-off, or rest areas on large highways. It has been brought to my attention that many of the areas on 400 and 401 are crowded at certain times of the day. Trucks have the habit of pulling onto areas which are not designated. I have seen some of these, both on 401 and 400, where people just get a habit of getting a track into the areas. With the great increase of trailers, etc., it seems that maybe there is a place for areas that would not be directly connected with the service centres, but an area where they could pull off for a short time. I know that in other jurisdictions they have areas such as this. With the great increase of trailers, there has been a tendency for private people to start up camps that maybe are not in the best interests of the traffic as such. What control have you on?—

**Hon. Mr. Gomme:** Not on 401.

**Mr. Innes:** No, not on 401.

**Hon. Mr. Gomme:** Not on any controlled access.

**Mr. Innes:** No, that is true. But there are tourist resort areas with trailer camp areas that are springing up all over the province. What control do you people have on that, off the King's highways and other areas? I think in the United States they estimate that by 1980 there will be over 8,000,000 of these trailer-type accommodations. What are your plans to control the springing up of these trailer camps?

**Hon. Mr. Gomme:** We can only control them as far as the entrance goes, in respect to safety on the highways. I would also point out to the member that on the Macdonald-Cartier Freeway, we have one of these rest areas at every service centre, which are about fifty miles apart. We are planning future ones in between these as they are needed.

**Mr. Innes:** And you are expanding the current ones too?

**Hon. Mr. Gomme:** This is right.

**Mr. Chairman:** Mr. Knight.

**Mr. Knight:** Thank you, Mr. Chairman. I would like to take this opportunity to commend the Minister and his Deputy Minister

and The Department of Highways for the part they have played in constructing our Lake-head Expressway, which is still not completed. But I find that our people up there are getting wonderful use out of it. I think it has brought everyone living in the area known as Thunder Bay within about 15 minutes of one another. It has served as a wonderful bypass for the cross-Canada trucking that comes through there.

From the aesthetic point of view, it has been done in a very panoramic way. In some places, the expressway rises high over the city and the bay. The whole thing, I think, is most satisfactory to our people up there, except for one thing. We wonder why we call it an expressway. Ring road might have been a better word, because it is only two lanes. As long as people get on that so-called expressway and move 15 or 20 miles an hour, it is not an expressway.

I have a couple of questions in relation to it. I will start with the last one first. When will it become a four-lane route, so that it can become an expressway? With a two-lane highway, unless you put a minimum speed of 45 miles an hour, it just cannot be an expressway. So, could the Minister tell us whether the department now knows what the traffic volume is and what the traffic patterns have been on that highway?

**Hon. Mr. Gomme:** In answer to that particular question, it will become a four-lane facility when the traffic requires this. It is in agreement with the city that it was built under the steps we have taken. We have acquired the property for four lanes and only built two lanes. We will build the others as soon as necessary.

**Mr. Knight:** The initiative would have to come from the city council, is that it?

**Hon. Mr. Gomme:** It was an agreement. Both of us would work on that.

**Mr. Knight:** It is a little too soon, I suppose, to say whether four lanes are indicated at this point?

**Hon. Mr. Gomme:** I don't think they are just yet.

**Mr. Knight:** I think the way people are taking to that expressway though, as soon as it is completed it won't take very long for the department to have conclusive proof that this is a necessity. That is one of the complaints I hear from time to time.

Is that construction, that contract, on schedule? Will it be completed by the com-

pletion date, and if not, when will it be completed?

**Hon. Mr. Gomme:** Yes, it is on schedule, and I believe there was a section of it opened this week, which they will use for the winter. But it may be closed down next summer for a little while to complete the paving.

**Mr. Knight:** And what would that date be for completion?

**Hon. Mr. Gomme:** It is on a working-day basis. I could not give you the exact date that it would be completed.

**Mr. Knight:** Another matter I would like to bring up, while I have a moment: I understand last year because of the concentration of funds in the expressway, an intended contract for the completion of the reconstruction of Highway 17A-11A, some five miles worth, was put off. The proposed construction of that last five miles was delayed for a period of time. I believe I brought the matter up to the Minister last year. He could not tell me at that time when it would be completed. Can he tell me at this time when that last five miles will be completed?

**Hon. Mr. Gomme:** That particular contract was called and awarded on May 21 of this year.

**Mr. Knight:** Of this year. And when will that be completed?

**Hon. Mr. Gomme:** Again, I say it is on a working-day basis. I could not give you the exact date of completion.

**Mr. Knight:** Do you have a proposed date for completion?

**Hon. Mr. Gomme:** It will be early next spring.

**Mr. Knight:** Early next spring. Very good.

**Mr. D. A. Evans (Simcoe Centre):** I have one question, Mr. Chairman. It is about the cloverleaf at Duckworth Street and Highway 400 near Barrie. Are the plans ready to call tenders on that job, and if so, when will construction start? Will it start next spring? Just what position is it in?

**Hon. Mr. Gomme:** The hon. member knows that we had some complications in presenting the scheme to the city. There was quite a bit of negotiation back and forth. We have the functional plans ready now. I could not give you the date, but we would hope it will be called next year.



Mr. Evans: It will?

Hon. Mr. Gomme: We hope that. If we can get all things clear.

Mr. Evans: I know it has been cleared with Barrie for quite some time. What, therefore, was the holdup?

Mr. R. Haggerty (Welland South): Mr. Chairman, last night when I was speaking I asked the Minister some questions. Perhaps he was a little bit vague in his replies to some of them. One in particular was Highway 406, ending in the heart of St. Catharines. When will this be completed to the Queen Elizabeth Way from St. Catharines, St. Paul Street to the Queen Elizabeth Way, and Welland to Port Colborne?

Hon. Mr. Gomme: We have no definite date for the completion. It is a multi-stage programme. We hope to be able to continue to work on it.

Mr. Haggerty: In which direction?

Hon. Mr. Gomme: Both ways.

Mr. Haggerty: When will it be completed to the city of Welland?

Hon. Mr. Gomme: I cannot give you this answer.

Mr. Haggerty: You cannot? You must have an idea. Five years? Ten years? The proposed highway east of Port Colborne going north into the city of Welland would connect into the new tunnel there at the town line. This is a cost-sharing programme with the St. Lawrence Seaway. Could you tell me what the percentage of the sharing will be, for both parties concerned? When would this be completed?

Hon. Mr. Gomme: I would ask Mr. Bidell to answer that.

Mr. Haggerty: Yes, I have a couple more, if—

Mr. W. Bidell (Department of Highways): You were referring to the east side highway?

Mr. Haggerty: Yes.

Mr. Bidell: The basis of the agreement with the seaway authority was that they were going to improve certain roads on the east side of the canal as a result of their works, and that amount of money is being put towards the construction of this east side highway.

Mr. Haggerty: What is the cost-sharing? Is it a 50-50 basis, or 60-40 or what?

Mr. Bidell: No, it is not on the percentage basis at all, sir, it is on the basis of what the seaway authority was willing to pay for improvement of the existing roads on the east side, and that is going to be put towards the construction of this new highway.

Mr. Haggerty: In other words, the township roads that will be deleted from the township, the seaway is going to replace them. But out of this they are going to build this east side highway, this is it?

Mr. Bidell: Yes.

Mr. Haggerty: Is this going to be a controlled-access highway, or is it going to—

Mr. Bidell: No, it will be a controlled-access highway.

Mr. Haggerty: There will be no industries, or no homes or anything built alongside of it in future years, so that the speed limit will drop down to 30 miles an hour?

Mr. Bidell: They can be built alongside of it, but with no access directly to the highway. All access to this highway will be via public roads only.

Mr. Haggerty: The other question that I would like to get on to with the Minister is Highway 3C, and this is from Fort Erie to Ridgeway, Ontario, and I am sure the Minister in the past number of years has had a number of complaints, particularly concerned with the intersection of 3C at Ridge Road in the little village of Ridgeway.

Now there is quite a problem in that area of water lying on both sides of the road. When motorists are travelling the road, water is splashed on pedestrians walking the streets, and I believe I did mention to you some time ago, Mr. Minister, that I thought perhaps some grading and tiling is required there to provide the proper drainage within that area, from Ridge Road to Prospect Point Road. Now there are other problems along Highway 3C, and there are numerous occasions that create flooding conditions in the spring of the year, and in heavy rain. I have been called out, on one occasion in the late hours of the night, to go in and see a home being practically flooded out.

Now these are the conditions that exist in the Crescent Park area, and again, this highway is travelled by a great number of cars, and on many occasions for six months



they are bumper to bumper. The question has been raised, I think, on different occasions, and letters have been sent to you from the municipal council of the township of Bertie, requesting a light at the intersection of Crescent Road and Highway 3C. Now the reason that they requested this is, as I have stated before, that the cars travel bumper to bumper in a period from May until October. There are a number of residents in that area who travel to the local beach. Youngsters go to the beach for swimming purposes and there is just no way or means of them crossing this road without perhaps a serious accident, or means of them crossing this road without perhaps a serious accident that could happen in the near future, or could happen at any time.

Would the Minister like to comment on those remarks?

**Hon. Mr. Gomme:** We don't have the answers to those specific questions, but we have made a note of them, and I will provide you with the answers.

**Mr. Haggerty:** Well, surely the matter of Highway 3C between Prospect Point Road and Ridge Road in Ridgeway has been brought to your attention on numerous occasions—I think by the hon. member for Niagara Falls (Mr. Bukator) on different occasions, and perhaps even the hon. member for Welland (Mr. Morningstar) indicating that there is a problem here of water lying alongside the road, and the dust conditions also in the summertime. It would not hurt to have a tile and perhaps asphalt laid along the side for that small stretch of, say, 500 feet, and that would solve the problem.

The hon. member for Oxford was talking on municipal grants or subsidies to municipalities, and I am concerned—as the Minister mentioned before also—that, in the Niagara region, the suburban roads will disappear.

**Hon. Mr. Gomme:** Suburban roads commission. The roads themselves will be there, but they will be under the authority of the regional council.

**Mr. Haggerty:** Will this subsidy be based on the same basis that it has been in the past? I am thinking particularly of the mill rates which apply between a municipality within the county and the separated city or town. If you base it on a mill-rate basis, I think it is one-half mill. The city can raise a larger amount of money towards the suburban roads than if this half-mill was to be applied throughout the county. The

county rate would increase the mill rate to the people within the county who would have to pay this share towards the suburban road, and I think, again, this is an injustice in the subsidies to certain municipalities. And the question I would ask the Minister: Will the municipal subsidies in the regional government of Niagara be equalized grants of 50 per cent subsidies to all municipalities, including cities, towns and townships, and 80 per cent on bridges and culverts?

**Hon. Mr. Gomme:** It will be at least 50 and 80 per cent to all municipalities. It will be 50 across the board to the cities, and all the rest are 50 and 80.

**Mr. Haggerty:** I am pleased to hear that.

The matter of the Webber road. Now, this is where the province is making a deal with county roads at the present time, and swapping the Highway 3A for the Webber road. This will come under a development road, and I presume after this road is built, the Webber road, and tenders have been called—I think construction has already begun on it—this will be diverted back to the local municipalities or the county, or perhaps the regional government. But I was just wondering—perhaps it wouldn't follow suggestions in the Smith report—in many cases where development roads are built by the province, that they should be handed back over a period or, say, ten years, instead of building it one year, and then saying, "This is your responsibility next year." Because, after all, this is providing, in one way, perhaps you could class it as an expressway to move traffic from one city perhaps to the King's highway or to the Queen Elizabeth. I just wonder what's the—

**Hon. Mr. Gomme:** What I think the member must realize is that the road belongs to those people first, and we only take it over for the purpose of building it, and then it goes back to them after it's built.

**Mr. Haggerty:** Yes, but the deal is that you're going to saddle them with road 3A, and this is a far greater expense than what it would be to maintain the Webber road. You are giving up something, but it's going to cost the county or the region more money to absorb that 3A.

**Hon. Mr. Gomme:** This was an arrangement which we made with them and they—

**Mr. Haggerty:** Yes, this is right. But I am talking about the suggestions in the Smith report on taxation. This is what they

recommend, that in many cases where development roads are being built, they should not be handed back within one year, but, say, over a period of ten years. I just wanted to know what your comments are on this.

**Hon. Mr. Gomme:** I didn't take it that they were referring to the development roads in that report, because again I say that the road belongs to the authority, and we just take it over for the purpose of building it, and after it's done, we give it back to them.

**Mr. Haggerty:** It raises the question again. Have you adopted any of the recommendations of the Smith report? And one here is that:

The Department of Highways prepare a scheme for classifying all roads in accordance with the users, and local access benefits that flow from that, and assign each Ontario road and street to its appropriate class within five years of the publication of this report.

Have you given any consideration to the recommendations of the Smith report?

**Hon. Mr. Gomme:** We think the classification of regional roads is starting to implement that. They are going from the lesser authority to the greater.

**Mr. Haggerty:** Well, again I come back to subsidies. Will some of these roads be classed similar to expressways where you assume, say, 75 or 80 per cent of the cost of maintenance as you do in Toronto?

**Hon. Mr. Gomme:** We do not supply 75 per cent in Toronto. These are all 50 per cent.

**Mr. Haggerty:** All 50 per cent. What about when you build?

**Hon. Mr. Gomme:** They come under subsidy.

**Mr. Haggerty:** What is the subsidy?

**Hon. Mr. Gomme:** 50 per cent.

**Mr. Haggerty:** I thought in some cases it was 75 or 80 per cent.

**Hon. Mr. Gomme:** It is now.

**Mr. Haggerty:** It is now?

**Hon. Mr. Gomme:** Not in Metro but in the cities. I pointed out these figures.

**Mr. Haggerty:** This is what I am getting at—the differential in road grants throughout the province.

Under the recommendations of the Smith report, they tell you that we should accept more uniformity in the grants throughout the province. And, as the hon. member for Sudbury East says, perhaps the local roads board would perhaps accept some of these roads on that basis if there were a more equal share of the possible maintenance to make them a better class of road. I think the Smith report spells this out definitely and through the recommendations I think we should take a second look at it.

**Mr. J. E. Stokes (Thunder Bay):** Mr. Chairman, I would like to raise something with the Minister if I might, with regard to a tertiary road. Is that under your jurisdiction? It is Highway 800 and it is the Spruce River Road that runs north from Port Arthur and it is going to be connected to the Armstrong Road or the Black Sturgeon Road. They are re-routing it to make a more direct route from Armstrong down to Highway 17.

The Minister has always had considerable difficulty in maintaining the Black Sturgeon Road that runs from Highway 17 up to Armstrong. It is impassable at certain times of the year. It is on low ground. It is very muddy and many times it is impassable. Now it is my understanding that The Department of Highways has undertaken the task of extending 800 to connect with the top end of the Black Sturgeon Road to make better access for the people of Armstrong and people living on the reserve at Gull Bay.

They have had to re-route this and it is my understanding that they have found it necessary to use a portion of the reserve land belonging to the Indians of the Gull Bay Reserve. Apparently the district forester, of The Department of Lands and Forests in Port Arthur, has been negotiating. I do not think you can call it negotiating. He just gave the members of the Indian band an ultimatum. They say we want this right-of-way in the particular location and we are prepared to offer you a like number of acres somewhere else, at our own discretion.

There was no bargaining done between the Lands and Forests and the Gull Bay band. It was just an ultimatum that they handed to them. Now I understand if you go along the proposed route that The Department of Highways would like to follow at this particular time, it is going to cost you well in excess of \$100,000 to build a bridge. The Indian band is willing to sit down and ne-



gotiate with The Department of Lands and Forests which is acting on behalf of The Department of Highways but the Indian band has been unsuccessful in getting the ear of The Department of Lands and Forests and I was just wondering to what extent does The Department of Highways become involved in these negotiations.

It is my understanding that the Gull Bay band are not hidebound about it. They are willing to sit down and negotiate the whole thing. An alternative proposal that they had put to the district forester, who was conducting the negotiations on behalf of the government, was quite reasonable. I think they could prove to the government that they could save them money rather than taking a roundabout route which would skirt the reserve. There has been no dialogue between them at all. It is my understanding the district forester just walked in, gave them an ultimatum that was turned down by the Gull Bay band, and he walked away.

Now could the Minister shed any light on how these negotiations are entered into. Do you have any knowledge of it? If you have not, would you please find out about it?

**Hon. Mr. Gomme:** We would not have any knowledge of this particular one but I do not think there is any money in our vote for this work. I think this is under that northern Ontario transportation committee—the old mining and access road type of thing. This is why it is mixed up in all these departments. Although we may do the work for that committee, it is requested by that committee that we do it. I do not think we are directly involved with anything to do with it.

**Mr. Stokes:** Then who would one appeal to if you were trying to enter into negotiations?

**Hon. Mr. Gomme:** To either Lands and Forests or to the committee.

**Mr. Stokes:** To the access roads committee?

**Hon. Mr. Gomme:** I would say the best place to go is Lands and Forests because they are negotiating for that committee.

**Mr. D. M. Deacon (York Centre):** Mr. Chairman, with regard to the area north and east of Toronto, there has been very heavy traffic building up year by year especially at vacation time. Two years ago the department spent quite a bit of money widening the road through Markham village. I think the programme of handling Highway 48 traffic has been most unsatisfactory. I think the backups there amount to a mile and a half to two

miles south of Highway 7, and I would appreciate knowing what the long-range programme is to handle that very heavy volume of traffic.

**Hon. Mr. Gomme:** I would think you are referring to our proposal for a new Highway 404.

**Mr. Deacon:** Well, if the 404 is the road you are hoping will look after that Highway 48 traffic, that certainly would help a great deal. Highway 404 is to head up right around the east side of Lake Simcoe. What is the schedule for now? As a result of the work I understand you have—

**Hon. Mr. Gomme:** Well, we have been held up with this for some time because it was Metro's responsibility south of Steeles Avenue, you know. We have made a proposal to them and the new route has been proposed and the functional planning of the pre-contracting and engineering is in progress and the start of construction is now dependent upon agreement between Metro Toronto and the Department of Highways for the extension of the Don Valley Parkway. We are negotiating.

**Mr. Deacon:** Well the Metro people, the chairman included, said last year that their hang-up was that of their role in the Toronto and York roads commission dispute. They objected to lack of control over the expenditures made by the commission. They felt they were being unfairly handled in that regard. I presume that with the change in the department's approach to road commissions in the regional areas they expect to resolve this matter very shortly. I know Metro would not appoint their two representatives to the commission and I think the province did dictate the appointment by order-in-council, did it not?

**Hon. Mr. Gomme:** Urban road commission?

**Mr. Deacon:** Yes.

**Hon. Mr. Gomme:** But we are working on a completely different proposal with them which we hope will be acceptable and we can get on with it. It has nothing to do with suburban road commissions. But we are in the stage of negotiations.

**Mr. Deacon:** All right, so we should expect to hear some results very soon.

**Hon. Mr. Gomme:** I would hope so.

**Mr. Deacon:** Highway 48, long range plans. I brought up the Highway 48 matter because



I am very interested in the province's approach to bypasses and in the case of Markham and the construction of 48, it went right through the village. A few years before they could have gone around the village.

In the case of Unionville, which is a county road or will be a county road probably, north of the village in due course, there is a desire on the part of the local residents to have a bypass road constructed and provided for now in planning, to avoid having the village character destroyed by a four-lane road going through. Is it the department's policy to encourage bypass roads being done where possible?

**Hon. Mr. Gomme:** In our building of 404 it will bypass everything.

**Mr. Deacon:** Yes, but I am thinking of the county road programme as well. Does the department encourage a county to construct bypass roads? I noticed that Claremont recently had bypass plans approved by the department.

**Hon. Mr. Gomme:** I do not think we instruct a county to do these things.

**Mr. Deacon:** I asked you if you encourage them.

**Hon. Mr. Gomme:** Well we certainly would not discourage them. We encourage them as much as we can, but we really cannot tell them what they should do with theirs.

**Mr. Deacon:** Well, the reason I point this out is because it is important in my view, in an area where you have rapid urban development, to provide for uninterrupted traffic flow so that we don't end up with the same problem we have in the village of Markham, where the department spent a great deal of money in widening the road and it has not alleviated the congestion.

**Hon. Mr. Gomme:** Well, I am told that the county is studying the very thing that you are talking about and we encouraged them to do that.

**Mr. Deacon:** Good.

**Mr. Chairman:** Mr. Hodgson.

**Mr. R. G. Hodgson (Victoria-Haliburton):** Mr. Chairman, I wanted to ask some questions on the 404 and some of them have already been answered. There is no target date for construction to start on the 404?

**Hon. Mr. Gomme:** Not at the moment.

**Mr. R. G. Hodgson:** As an alternative, would the department consider a bypass at Markham, which is a bottleneck on 48 as an alternative for 404? It seems to me that if it was bypassed on the east side it would cut down part of our transportation problem down the 48 highway, and I travel that quite a bit.

**Hon. Mr. Gomme:** Well I think 404 is too imminent at the moment to say anything about the—

**Mr. R. G. Hodgson:** I might make a suggestion, Mr. Minister. It was imminent six years ago when I was first running for election too.

**Hon. Mr. Gomme:** Well, I think it is a lot more so now.

**Mr. R. G. Hodgson:** Another thing I wanted to ask about is the Trans-Canada Highway 7 that was supposed to come under construction right away, and now seems to be delayed because of the federal hold-back on funds. Is there any possibility that this will get back on track—the section between Lindsay and Peterborough and the section between, the junction of 12 and 7 towards Beaverton.

**Hon. Mr. Gomme:** Yes, it will be put back on the programme.

**Mr. R. G. Hodgson:** Fine. Is there any possibility of completing the village of Oakwood up to the Trans-Canada Highway standard? This has been a long problem of mine and it is the only village that I know of on Trans-Canada that doesn't have curb gutters and proper drainage.

**Hon. Mr. Gomme:** Yes, I am told we are working on the design. As you recall there is a drainage problem there that we have to resolve. We are working on the design of this.

**Mr. R. G. Hodgson:** Thank you, sir.

**Mr. Sargent:** Getting back to God's country here, Highway 10, where the Minister so kindly agreed to take his life in his hands and drive over it. Up there in the spring, Highway 10, 50 miles north of Shelburne, when the frost gets out of the ground, we have deep ruts there. They put up a sign warning you to be careful which rut you choose because you may be in it for the next 50 miles. That is how bad things are up there. We have this bottleneck up there, Mr. Minister. It is so good this highway, that you build a \$3 million paved highway for a

development road, but you can not spend money on a main highway. This is the point of contention we have in this area—that you can branch off the main highway, you spend \$3 million to build a development road for a ski resort. So I would like to ask you, how you resolve the thinking that you can take a branch off a main highway which is unfit for travel, and build a \$3 million paved road. What is the thinking behind that? How do you get to that?

**Hon. Mr. Gomme:** Which is the development road you are referring to?

**Mr. Sargent:** It was built, George, I am sorry, Mr. Minister, in—

**Hon. Mr. Gomme:** That is all right. My name is George.

**Mr. Sargent:** I had better call you Mr. Minister because we may have a great fight after while.

Interjections by hon. members.

**Hon. Mr. Gomme:** Would it make you feel any better if I told you that the design is going on now for this new road from Flesherston to Chatsworth on Highway 10? It is in preparation for construction.

**Mr. Sargent:** You say that is in design?

**Hon. Mr. Gomme:** Yes.

**Mr. Sargent:** What does that mean, Mr. Minister? When are we going to get it?

**An hon. member:** 1972.

**Mr. Sargent:** You will get it for sure then? When is it in the works to start construction?

**Hon. Mr. Gomme:** I am just advised that it is in the design stage and when that is done we will be prepared to call a contract.

**Mr. Sargent:** I don't understand. When will it be done?

**Hon. Mr. Gomme:** I can't give you the date.

**Mr. Sargent:** Well, this year.

**Hon. Mr. Gomme:** No, not this year.

**Mr. Sargent:** Next year?

**Hon. Mr. Gomme:** Very soon.

**Mr. Sargent:** Have you seen the map of Ontario? Let me show you a map of Ontario. Look at that map over there. You see Wind-

sor down there. It is a matter of an elephant, you see. The elephant's trunk is down there in Windsor. There is the head around Sarnia. It wraps around and the tail is up around Bruce Peninsula. The feet are down at Niagara. Look where Owen Sound is—right under the end of its tail there. That is the position that we have had for the roads up that way.

Interjections by hon. members.

**Mr. Sargent:** I'll buy anything. I'll suffer. But we have, Mr. Minister, we have the greatest summer resorts going north on the peninsula feeding through here. Millions of dollars in the summer areas. We have all that traffic feeding through to the great Blue Mountain ski area up through there, and you neglect us. And this complex you are building down here—you are building hundreds of millions of dollars of development down here which is going to be outmoded before it is completed.

While I am on my feet, I want to make a further point. Last summer I left here when the House closed at one o'clock. I drove out the QEW to go north on Highway 27. I sat for one hour this side on the QEW there, one hour with 10,000 other motorists, wondering what the hell was going on. Has the world come to an end? We sat there for an hour. We finally found out what was happening. We went through a bottleneck of single-file lane. There were three fellows there who were putting on a piece of hot mix patch about the size of that table. Now what is the intelligence of your department to hold up weekend traffic, 10,000 cars for an hour, 10,000 manhours wasted, the gasoline, the exasperation. Your department spends \$500 million a year. Where was the intelligence? Those men could have gone there at night and done that work and let that traffic through.

**An hon. member:** That is right.

**Mr. Sargent:** I think that somewhere along the line if you have the brain to spend this amount of money, you should get some intelligent people around you that can plan things for people. I think that it is about time somebody told you that people are important. You spend money like water. We have here \$4 million for consultants' fees, \$2 million underpayment—and what the hell that is for I do not know—\$1 million in traffic studies. I do not know—what part of the central purchasing programme comes into play here. It is high time we knew. First of all, let me ask you

this. Does central purchasing have a function in your department? What part of central purchasing is done in your department?

**Hon. Mr. Gomme:** We buy everything centrally. All the great amounts of material.

**Mr. Sargent:** Everything is done through central purchasing except contracts?

**Hon. Mr. Gomme:** All the major things.

**Mr. Sargent:** What do you call major?

**Hon. Mr. Gomme:** All the equipment, the major construction materials, all this type of thing.

**Mr. Sargent:** And it is all done through central purchasing. Now, is the man from central purchasing here today?

**Hon. Mr. Gomme:** No.

**Mr. Sargent:** So how many millions of dollars would you buy through central purchasing in highways?

**Hon. Mr. Gomme:** These things are our own purchasing.

**Mr. Sargent:** I see. So we are getting back now to a breakdown by departments. The nuts and bolts that have been bought in The Department of Highways then, their purchasing has been done by their own purchasing?

**Mr. Innes:** Their own empire.

**Mr. Sargent:** Their own empire. Is this true, Mr. Minister? It may be embarrassing for you and the brass sitting up there to have stupid people like me asking questions but—

**Hon. Mr. Gomme:** No, you—

**Mr. Sargent:** People in Ontario want to find out what is going on in this empire you have got.

**Mr. Chairman:** Order.

**Hon. Mr. Gomme:** We have no pull.

**Mr. Sargent:** I am sorry. I will stick to the rules. I will ask some questions about money, then. I think it is important we know that you have your own purchasing department.

**Mr. Chairman:** May I remind the hon. member that that is policy, and it came under vote 901 and we are—

**Mr. Sargent:** Vote 903, right?

**An hon. member:** Sure.

**Mr. Sargent:** We have electronics. \$2 million was spent on electronics in 1968. How much did you spend on computing equipment this year? What do you plan to spend?

**Hon. Mr. Gomme:** May I ask the hon. member where that figure is?

**Mr. Sargent:** The figure I have on that is in the account section.

Interjections by hon. members.

**Mr. Chairman:** That is still in 901, Mr. Sargent.

**Mr. Sargent:** 903.

**Mr. Chairman:** We are on 903 now.

**Mr. Sargent:** All right, then we do not know that. May I ask you this then? All your purchasing is done in your department, not by central purchasing as set up by the government. Is that not so?

**Mr. Chairman:** That is still vote 901. That question is on policy.

**Mr. Sargent:** All the purchasing they do on this vote 903, Mr. Chairman, is money.

**Mr. Chairman:** I see.

**Mr. Sargent:** Who has the responsibility in your department to do purchasing?

**Hon. Mr. Gomme:** You are talking about materials purchased for construction?

**Mr. Sargent:** There are many votes in this. I can ask this on any one.

**Hon. Mr. Gomme:** This comes under the director of services, and we operate under the policy of the government. We might be the only department that would purchase construction materials, so we would be better equipped to purchase that than—

**Mr. Sargent:** And who makes that decision? You?

**Hon. Mr. Gomme:** No.

**Mr. Sargent:** All right, then why is the government's policy in every other area and jurisdiction to have a central purchasing plan turned out of one department, and why are you different here?

**Hon. Mr. Gomme:** We are operating under their direction. But because we are probably the only department that would be purchasing this kind of material, we are charged with the responsibility.



**Mr. Sargent:** And what if every other department says they are the only ones that buy this and that and they would not go through central purchasing? You don't go through central purchasing then?

**Hon. Mr. Gomme:** Oh, yes we do. But we are charged with the responsibility of buying this particular material, because we are probably the only ones that are using it.

**Mr. Chairman:** Order.

**Mr. Sargent:** We come back into play again. Your people control the buying of equipment. This has been the practice since you have been in business. Well, is it a fact, or is it not a fact, Mr. Minister?

**Hon. Mr. Gomme:** There is nothing here that I can see for purchase of equipment.

**Mr. Sargent:** The government policy is to buy through central purchasing, is it not? This includes The Department of Highways?

**Hon. Mr. Gomme:** Yes, it does.

**Mr. Sargent:** But you said it did not. You said you buy your own equipment.

**Hon. Mr. Gomme:** I guess I do not explain it very well.

**Mr. Sargent:** No, you do not. Not very well.

**Hon. Mr. Gomme:** You and I agree on—

**Mr. Sargent:** Mr. Chairman, I do not like his answers. He is trying to evade the fact.

**Hon. Mr. Gomme:** No, I am not. But you are talking about two things. You are talking about the purchase of construction material, and I told you we were—

**Mr. Sargent:** I am not talking about that. I am talking about the purchase of the whole ball of wax. Every jurisdiction is concerned with central purchasing, and you should submit your needs to this department.

**Mr. Chairman:** Order. I want to ask the hon. member what item under Vote 903 he is on now.

**Mr. Sargent:** I will pick a number. You pick any one, Mr. Chairman.

**Mr. Chairman:** No, I am asking you because—

Interjections by hon. members.

**Mr. Chairman:** —because I do not see any in the 12 listed.

**Mr. Sargent:** All right, then. Let's go to 903, Item 11, Rental Equipment. That is acquisition from a business standpoint. Now, who does the rentals?

**Hon. Mr. Gomme:** We do that under—

**Mr. Sargent:** Oh, you do. All right. Then let's talk of the government's programme to save us \$15 million or \$20 million this year via central purchasing. It does not work in The Department of Highways because you are the biggest spending body we have. But you do not do it through central purchasing. All right then, we have established that point. Would you tell me, Mr. Minister, how do you go about price-fixing in your department? Who does that? Who is the man in charge of investigating price-fixing?

**Mr. Chairman:** We discussed all that under policies some days ago.

**Mr. Sargent:** It is still applicable under this vote. Do you not control?—

**Mr. Chairman:** Are you talking about fixing prices on rentals?

**Mr. Sargent:** On highway contracts. Do you want to talk contracts?

**Mr. Chairman:** We are talking on the rental of equipment there in Item 11.

**Mr. Sargent:** Yes, on the King's highways. The construction by contract, \$147 million. On Vote 903. I cannot understand why. You must be as involved with this as we are. It is taxpayers' money. Why do you try to block a person's question and tell him facts. We know that it is long overdue, Mr. Chairman, that there should be a public audit of the affairs of The Department of Highways.

Some hon. members: Hear, hear!

**Mr. Sargent:** And with all due regard to the fine staff you have, in every administration in the United States they have a full time body investigating highway contracts. But in Ontario, there is no graft going on, there is no hanky-panky whatsoever. I would like to know, Mr. Minister—

**Mr. Ben:** You had better ask them to underline it in *Hansard*. They will think that you mean it.

**Mr. Sargent:** Certainly I mean it.

**Mr. Ben:** No hanky-panky going on? They will quote you from now on. You had better ask them to record that you made that comment with tongue in cheek.

**Mr. Sargent:** I guess I am taking too much time in committee. I don't think we are going to find out anything here because these are questions of great policy that one Minister of one department cannot hope to assess.

**Hon. Mr. Gomme:** Might I tell the hon. member that we have an estimating division, and an engineering audit division, that do the very things that you are talking about. I could give you a whole paper on the way this operates, if you want.

**Mr. Sargent:** I appreciate it. The engineering audit people are the people who find out the price-fixing?

**Hon. Mr. Gomme:** And the estimating division.

**Mr. Sargent:** That's where you find out price-fixing?

**Hon. Mr. Gomme:** That's right.

**Mr. Sargent:** How many contracts have they held up in the past year for suspected price-fixing?

**Hon. Mr. Gomme:** I am advised that there were none for that reason.

**Mr. Sargent:** How many contracts have been let by The Department of Highways in the past year which are not on a low-bid basis?

**Hon. Mr. Gomme:** There have been none let that aren't on a low-bid basis.

**Mr. Sargent:** No contracts let that are not on a low-bid basis?

**Hon. Mr. Gomme:**—a low bid basis.

**Mr. Sargent:** Has it ever been the policy of the department, in an area, to keep the money locally—to give a local contractor a chance to meet the low bid?

**Hon. Mr. Gomme:** You mean a preference?

**Mr. Sargent:** I am asking a question. To keep the money spent in an area.

**Hon. Mr. Gomme:** No.

**Mr. Sargent:** That is not a fact. Does the Minister know about the file in Grey county about the estimated over-spending of \$500,-

000 in Grey county, and of the suspected, or suggested fact, that the engineer in Grey county, in the building of the \$3 million road for Talisman, re-designed the road to go past his property? Is the department aware of that?

**Hon. Mr. Gomme:** Yes.

**Mr. Sargent:** What is being done about this whole situation?

**Hon. Mr. Gomme:** Everything was looked into, and the location of the road was done by Grey county council, not by us.

**Mr. Sargent:** And you approve of the policy of the current engineer in Grey county?

**Hon. Mr. Gomme:** In respect to what?

**Mr. Sargent:** The fact that he has an over-spending in the department which, I understand, is contrary to policies of the government.

**Hon. Mr. Gomme:** We didn't subsidize the over-spending, and we drew it to the attention of the county.

**Mr. Sargent:** I am aware, and from people who are supposed to be knowledgeable about it, that you are holding up a decision.

**Hon. Mr. Gomme:** No, that isn't so.

**Mr. Sargent:** That isn't so? Thank you, Mr. Minister.

Now, one more thing. The Grey county council were down here on one occasion two or three weeks ago, and they said you cut \$190,000 off their road construction, and you agreed to give them—

**Hon. Mr. Gomme:** This was the supplementary by-law. Is this what you are referring to?

**Mr. Sargent:** I'm not quite sure. You met with the county council in your office.

**Hon. Mr. Gomme:** I met with the road committee, and it was in regard to the supplementary by-law.

**Mr. Sargent:** Yes, and you cut \$190,000 off, and you promised to give them \$152,000?

**Hon. Mr. Gomme:** No, I didn't promise to give them any amount. You understand that we didn't cut their normal by-law for construction or maintenance. They got that. This was supplementary to that. They applied for it, and we didn't approve it, and when they came down the other day, we promised that

we would review the situation with their engineer, which we are doing, and we will give them an answer as to what can be approved.

**Mr. Sargent:** Well, we have had no acknowledgement to date. They are meeting in council today. They have had not one word from the Minister. They think they are getting \$152,000 from the department. I want to know, in view of the fact that we are a depressed area, and the short end of the stick that we are getting on other things, why you can't give them the money they ask for, when the department is spending millions and hundreds of millions down here. In view of the fact that you don't answer the important things, that you will not have a public audit, why are you afraid to have a light shine on your affairs? I, as a taxpayer, would like to see it. It hasn't happened in 50 years.

**Hon. Mr. Gomme:** The provincial auditor audits all the books, and—

**Mr. Sargent:** I don't buy that. If there's any hanky-panky, they don't come to myself or the hon. member for Algoma-Manitoulin (Mr. Farquhar) or the leader of the Opposition (Mr. Nixon) and say, "There's something fishy going on in The Department of Highways." They run to you or some of the boys and say, "Let's get this mess cleaned up before it gets public." How long has this been going on? Do you mean to tell me there's no dirty laundry in your department when every area in the United States has got millions being squandered on every street? But there is nothing wrong in your department? If the Minister was in the Opposition, he would ask the same questions that I am asking. And I tell the Minister one thing, that when we are in power, we will give a public audit every year.

**Hon. Mr. Gomme:** But there is a public audit.

Interjections by hon. members.

**Mr. Sargent:** Not by your paid lackeys.

**An hon. member:** Come on. Not even an audit.

Interjections by hon. members.

**Mr. Sargent:** As a taxpayer, I would like to be satisfied. I read Mr. Spence's report. He doesn't come out with the broadsides that happen in Ottawa. They have public accounts in Ottawa. But nothing is wrong in

Ontario. Everything is sweet and lovely down here. You guys don't make mistakes. I would like to know from an outside source and so would you as a businessman. We need to see from an outside audit, what is going on. We never find out, because he won't allow it, and neither would the Premier.

Interjections by hon. members.

**Mr. Ben:** He admitted himself he doesn't audit the books. The Minister has not had an audit since he has been in power, so what are we talking about?

**Mr. S. Farquhar (Algoma-Manitoulin):** He just balances them, we know that.

**Mr. Ben:** You could hire a public accountancy clerk to make the tick marks at the—

**Mr. Sargent:** What about the \$198,000?

**Hon. Mr. Gomme:** Well, I gave them my undertaking that this would be examined with their engineer, to be able to prove their ability of how much they could save, and then we could consider the amount. Now I haven't had a report of what their engineer was to give us, but their story was quite reasonable, and they will get every consideration.

**Mr. Sargent:** Thank you very much.

**Mr. Ben:** Mr. Chairman, I am going to try to keep the questions short till 6 o'clock, because I have got a long series of questions on it. You ask me to stand up. I notice that the Minister and Chairman don't stand up.

**Mr. Chairman:** Yes, stand up, please.

**Mr. Ben:** Well, fine. Let them stand up too.

**Mr. Chairman:** These are the rules, Mr. Ben.

**Mr. Ben:** Oh, all right. When the Minister answers my questions, please have him rise.

**Mr. Chairman:** He may not.

**Mr. Ben:** All right, then I won't rise. This is supposed to be a committee, not a House.

**Mr. Chairman:** These are the rules of this committee.

**Mr. Ben:** This happens to be an ordinary standing committee, and we have never operated that way.

**Mr. Martel:** Mr. Chairman, I will point out—



**Mr. Chairman:** On a point of order, Mr. Martel?

**Mr. Martel:** It isn't anything on regulations. It's a case of the people at *Hansard*, that the type of microphone we have cannot pick up what you are saying, nor can they pick it up rapidly enough to record who is speaking. The Minister's and Chairman's will pick it up, and I don't see why you have to be so—

**Mr. Ben:** When I stand up, I am two and a half feet from the mike, and when I sit down, I am only one.

Now, Mr. Minister, I had a complaint recently that a citizen of this province was proceeding up to Walkerton, and he went along Highway 6 and along Highway 9 from a place called Teviotdale to Harriston. He drove a distance where the roads were under repair. He said they were under repair to the degree that his oil pan was continuously scraping the crown of the road. Now, on his way, before he went back to make some inquiries, he was told that he could take the alternative route from Harriston, and he did. He went along Highway 89. To his sorrow he found that Highway 89 was also under repair and in the same condition as was Highway 9. The question which he asked me, and which was logical, and which I couldn't answer, was this: What kind of brains have you got up in your Department of Highways—he said my Department of Highways—that causes them to construct a route and an alternate route at the same time?

An hon. member: Hear, hear!

**Mr. Ben:** Now perhaps, Mr. Minister, you could ask your Deputy Minister what kind of brains would construct a route and the only possible alternate at the same time and put the citizen through the necessity of leaving most of his transmission and his oil pan along your highway.

**Hon. Mr. Gomme:** I will admit it is an unfortunate instance that both of them were under construction. But according to our engineers, work was needed on both of them and it was just unfortunate that they both were done at the same time. Of course, you realize that we have a short construction season and I suppose the only alternative would be to leave one for another year.

**Mr. Ben:** I am sure that they did not reach the same state this particular year. Surely you could have postponed construction on one of those routes for one year.

Now, Mr. Minister, a couple of years ago, in 1967, I put a series of questions to you—I should say to your predecessor—touching on the affairs of the department of roads of Metro Toronto. Before we rose in 1967 you brought down an interim report. After that report—well, since that time—you have had about 15 auditors going through the books of the Metropolitan Toronto department of roads. You compelled them to make many changes in their procedures, as was recommended to you. They tightened up a lot of their procedures but there are still a lot of questions unanswered.

May we have your final report including the recommendations that your auditors made? I am going to have a number of questions arising out of that.

**Hon. Mr. Gomme:** Mr. Chairman, I have the report the hon. member refers to and it is some 17 pages. It would take me some little time to read it which I would like to. Do you wish me to start now or start right after our recess?

**Mr. Chairman:** Since it is 6 p.m., I think to adjourn will be in order. We will recess until 8 o'clock tonight.

It being 6.00 o'clock, p.m., the committee took recess.









ONTARIO

# Legislature of Ontario Debates

## **STANDING COMMITTEE ON SUPPLY**

### **Department of Highways**

Chairman: Mr. Paul J. Yakabuski, M.P.P.

**OFFICIAL REPORT – DAILY EDITION**

**Second Session of the Twenty-Eighth Legislature**

**Tuesday, November 25, 1969**

**Evening Session**

**Speaker: Honourable Fred McIntosh Cass, Q.C.**

**Clerk: Roderick Lewis, Q.C.**

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## CONTENTS

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Tuesday, November 25, 1969

Road Construction	
King's Highway System, continued .....	S-671
Municipal Assistance .....	S-681
Motion to adjourn, Mr. Chairman, agreed to .....	S-695

# LEGISLATIVE ASSEMBLY OF ONTARIO

## Highways and Transport Standing Committee

TUESDAY, NOVEMBER 25, 1969

### ON THE ESTIMATES— DEPARTMENT OF HIGHWAYS

(continued)

The committee met at 8 p.m. in committee room 1.

**Mr. Chairman:** The Minister of Highways will read a statement on a question Mr. Ben posed.

**Hon. G. E. Gomme** (Minister of Highways): Mr. Chairman, in the spring of 1967, the hon. member for Humber (Mr. G. Ben) raised a number of queries regarding the Metropolitan Toronto roads contracts in the House. He requested some answers regarding certain aspects of the administration of these contracts and The Department of Highways contribution to the contracts.

Since that time we have had our engineering audit office review the contracts in question, in some detail, and I am now prepared to report to this House on these questions and statements. As there are five contracts to be dealt with here, I wish to deal with each one separately.

The first contract in question was No. R-1-64, Gardiner Expressway, the contract for which was held by Harrison Construction (Ontario) Ltd.

The hon. member raised some questions regarding the completion date of the contract, the strikes which were encountered during the prosecution of the contract, and the effect these strikes had on that contract.

The carpenter's strike in June, 1965, halted the erection of form work and the pouring of concrete. This contractor made a special settlement with the carpenter's union and the carpenters returned to work after approximately ten days. On August 23, the rodmen, cement finishers and hoisting engineers struck, thereby cancelling any benefit derived by the settlement with the carpenters.

It is almost impossible to state a definite period of over-all delay to the contract occasioned by the strikes. We cannot determine

if certain other trades did carry on during the strikes.

The bulk of this contract was for the construction of an elevated structural roadway and the key to this operation was the construction of the formwork which involved carpenters. This being the case, the contractor could likely operate only a very short time after the carpenters struck. It must be appreciated that strikes by any trade will ultimately affect all other trades and the progress in general of the contract. It is impossible to determine precisely the period of delay caused by the aforementioned strikes in June and August, but we feel that there is no doubt that the contract was seriously affected by the strikes.

Even though Harrison Construction did make financial arrangements satisfactory to the carpenter's union some 10 days after the beginning of the strike, and this arrangement enabled the carpenters to work on this contract throughout the duration of the strike, the benefits derived from this arrangement were somewhat negated by the later strike by other trades in August, and the general upset to the contractor's scheduling.

The hon. member then posed the question as why Metro Council was not notified or advised that an extension of the contract completion date from October 1, 1965, to July 15, 1966, was necessary, and why they were not asked to authorize the same. He further asked was this not a change in the terms of the original contract?

In answer to that, Mr. Chairman, I may say that the contract does not specify that Metro Council approval is necessary. The completion date in the original contract is tentative in that an extension may be granted by the Commissioner of Roads, if unforeseen circumstances warrant.

The hon. member asked a number of questions relative to the position of this contract on December 6, 1965, with respect to the monetary value of the work completed at that date, together with questions relating to the



release of holdback, and the department's auditing of these figures.

Payment certificate No. 17, which indicated work completed to November 30, 1965, showed a total payment of \$7,179,084 for tender items, plus \$263,777 for extra work orders for a total expenditure to that date of \$7,442,861. Certificate No. 18 to December 31, 1965, showed \$7,221,962 for tender items, plus \$263,777 for extra work orders for a total of to that date of \$7,485,739. The date of December 6, 1965, quoted by the hon. member, falls between the two pay periods noted previously and the figure quoted by the member of \$7,462,544 falls between the two total to-date payments for November and December, 1965. It is therefore reasonable to assume that the figure quoted by the member is accurate. \$7,462,544 equals 99 per cent of the original tender bid. Our district municipal engineer for Metro Toronto checks each progress certification contract of this nature. Our municipal auditors, in their periodic audits, verify that the quantities shown on the progress certificates correspond to the payments made to the contractor. The normal check by the municipal auditor was carried out to ensure that payments to the contractor were based on quantities supplied by the consultant engineering staff. Our district municipal engineer for Metro conducted his normal review of payment quantities.

The department was aware that extra work order payments were included in the payment to-date figures quoted by Metro. Provision is made in the Metropolitan Toronto road contracts, as in The Department of Highways contracts, to pay for unforeseen items of work, and these are considered as part of the contract, which would have been included in the original work had they been foreseeable.

With respect to the holdback, the contract specifies that 15 per cent of the payments will be retained until completion of the work, plus 37 days. The holdback will be reduced at this point to 10 per cent for another 60 days, at which time a final certificate will be issued to pay the final quantities and the balance of the holdback. The completion date was July 15, 1966, and under the terms of the contract, the holdback would be reduced to 10 per cent on August 21, 1966, and the complete holdback would be released on October 20, 1966, not December 2, 1966, as stated by the hon. member.

The completion date acknowledged by Metropolitan Toronto was July 15, 1966, even though the final quantity calculations for the

completion certificate were not completed until early December, 1966, at which time the certificate was made out. The original partial release of holdback certificate was dated December 7, 1965, and a partial release under the terms of the contract would normally be effected 30 days after July 15, 1966, with a complete release 60 days after that.

The hon. member felt that this was a premature payment and raised the question as to whether this premature payment cost Metro an average of six per cent interest or roughly \$45,000.

In reply, I would say that this is not the case. Debentures issued in November, 1965, were at the rate of 5¾ per cent, while those issued in November, 1966, were at 6½ per cent—both for periods of 20 years. Theoretically, then, there would be a saving of three-quarter per cent on \$750,000 over 20 years.

The hon. member next queries the government's contribution to this release of holdback's.

In answer to this, I can advise that the provincial government issues subsidy money to the municipality of Metropolitan Toronto on the following basis. All Metro road work is subsidized at 50 per cent of cost. An advance payment is made by May 15 approximately each year for 50 per cent of the anticipated work for the Metro fiscal year which is the calendar year. In October a 50 percent subsidy is paid for all work actually completed for the first six months of the fiscal year and that is to the end of June, allowing for a previous advance in May. By late January or February of the following year the balance of subsidy is paid. The 50 per cent subsidy for the \$750,000 holdback would then have been made by the department in late January or early February of 1966, and not on the date the holdback was actually released to the contractor by Metro.

Mr. Chairman, in conclusion, and relating to the questions posed regarding release of holdback, I wish to state that although there is a specific outline of procedures relative to releasing holdbacks in the general conditions of the contract, there are also clauses in the contract giving the Commissioner of Roads and the Metropolitan Council discretionary powers to abrogate certain terms of the contract for cause.

It was the opinion of the commissioner that the contractor had been delayed through no fault of his own and under terms of the general conditions the completion date was

extended. By the same reasoning the commissioner considered that retention of all holdback would be unfair to the contractor beyond the original date when it would have been released had there been no delays. The contractor posted the bond to guarantee completion and the Metropolitan Council agreed to this release.

The contract was extended by the reason of strikes, and so on, by the authority of the commissioner, as outlined in the contract, and the release of holdback was based on the same reasoning. The Department of Highways does not feel that this is an unreasonable approach in view of the circumstances relating to this contract.

The hon. member had some further queries regarding the amount of concrete placed in the deck of the structure and some apparent discrepancies in the payment of quantities shown on the progress certificates, as well as some indication of dispute between the contractor and the sub-contractor supplying the concrete.

The original design of the concrete deck, as indicated on the contract drawing, called for a seven-inch thick deck, and this design was changed during the contract by the consulting engineer, with the approval of the Metro Roads Commissioner. The change, an extra half-inch over the surface area of the deck, and a later core-drilling test indicated that, in fact, an average  $8\frac{3}{4}$  inches was obtained. No payment was made for the concrete beyond the half-inch change in design. I would advise the House that all materials used in the construction of the bridge, including concrete, reinforcing and structural steel, contribute to what is technically known as "dead load". In point of fact, the design of the structure exceeds the requirement of the anticipated loading, and the design engineers assure me that the utility of the structure is not decreased by the additional concrete poured.

Progress certificate No. 19, referred to by the hon. member, did indicate that more concrete was supplied than was placed, but this was a clerical error and was corrected in later certificates. The Department of Highways has no knowledge of agreements between Metro contractors and their sub-contractors or suppliers. The method of measurement of payment between the two parties is subject to their own agreement. The prime contract calls for a specific method of measurement and payment to the prime contractor and it is on this basis that DHO subsidizes Metro.

The next series of questions dealt with the overrun in payment quantities for items No. 38 and No. 39, which called for the removal of existing asphalt concrete pavement and existing concrete base. In answer to the hon. member's specific questions, I may say that the overrun quantities were paid at the unit price tendered and the total overrun was \$13,749.09. The specifications do, in fact, state that estimated quantities may fluctuate and may be increased and decreased, and furthermore the specifications do indicate that the provision of a dump site for the waste material is the contractor's responsibility and will, in fact, be included in his price bid. Work order No. 3016, discussed relative to items 38 and 39, provided payment of \$23,347.75 for the disposal of surplus material from the removal operation.

In bidding these two particular items, the contractor should anticipate the cost of hauling and providing dump sites for the material removed in these operations, and in bidding this item, a prudent contractor would take into account the volume involved and make provision for it. However, if there is a severe fluctuation in the item, the contractor would well be forced into extra costs beyond those which he might reasonably anticipate in his bidding for the supply of extra dump sites, extra haul, extra spreading, and so on.

Such an increase could change the nature of the work bid on, and not being anticipated by either party, the municipality has assumed the responsibility for the change in nature of the work which was caused by the quantity overrun. In the commissioner's opinion, the municipality was obligated to reimburse the contractor for any of his legitimate extra costs, which he could not foresee in his bid, and for which he did not provide. This authority is vested in the commissioner by the general conditions of the contract.

The next series of questions dealt with work order No. 3018, which made payment for the extra cost of crushed stone and aggregates.

The phrasing of this work order description is in error. It was set up to include a number of items of crushed stone or aggregate—not just the four-inch stone. The tonnage included under this work order therefore exceeds the tonnage paid.

A number of different aggregates of various sizes and types including four-inch crushed stone were obtained by the contractor from one supplier (Halton Crushed Stone). A number of the aggregates obtained from this supplier overran the original tender quantity and



the supplier advised the contractor that their original agreement was voided by the overruns and also by the extended length of time taken for the completion of the contract. The supplier contended that his price was based on the tender tonnage to be supplied within a specific time. Because of the strike, completion of the contract was delayed and in the meantime aggregate prices in the area rose. The supplier advised the contractor that after September 20, 1967, a surcharge of 35 cents per ton plus 15 per cent for overhead would be charged for aggregates supplied to the contract.

The commissioner felt that the overruns and the delay in completion were not the responsibility of the contractor and the contractor could not foresee the circumstances which caused the extra surcharge which he was now forced to pay. It was agreed, therefore, that the Metropolitan Corporation should absorb this extra cost.

The department is in agreement with the principle involved here, but our audit of the details revealed that the roads department included some aggregates which were supplied before the date when the supplier's surcharge took effect. This error has led to an overpayment of \$8,404. We are in the process of recovering our 50 percent subsidy on this amount. The hon. member next turned to questions regarding the extension of the completion date and the effect of the extension on payment prices for items numbered 41, 42 and 79.

The department is unaware of what specific requirements Metro Council has with respect to the authority of their commissioner, but the contract under clause 30 of the general conditions gives the commissioner authority to extend the dates of completion for certain stipulated reasons. There were a number of circumstances which caused delay to the contractor and the commissioner exercised his authority to extend the completion date because of the circumstances. His decision is based, to a great extent, on his opinion, and on his discretion.

An extra payment beyond the bid prices for items 41, 42 and 79 was made because the work was extended beyond the original completion date and, due to inflationary pressures, the contractor's costs were increased during this period. Since the commissioner had already accepted responsibility for the late completion of the contract, he further decided that extra costs engendered in completing these particular items should also be

absorbed by the Metropolitan Roads Department.

The next series of questions, Mr. Chairman, related to contract R-11-65, and the hon. member questioned the commissioner's authority in approving payment beyond 110 per cent of the original contract, and whether the overrun on the supply of earth could have been eliminated by proper pre-engineering in the first instance.

In answer, I may state that this particular contract was for the reconstruction and widening of Jane Street between Foxwell Street and Lambton Avenue, and was awarded to Johnson and Hogan Construction Limited.

The exact processing and approval system within the Metro Municipal Corporation is immaterial to the department's requirements, since the department subsidizes only work which has our approval, whether or not it has the approval of council. The fact that anyone in Metro does or does not approve of any payment does not necessarily have any bearing on whether the department will subsidize the work done. The same question was raised the previous year and I may state that we have taken no action since we consider none to be necessary.

With respect to the overrun in the earth, it is assumed that reference is made to the earth item in this contract. The estimation of earth quantities is not an easy proposition under any circumstances, and changes to the tender quantities are not unusual in any contract. The overrun here is due to the change in design requested by a Metro department, other than the roads department, and this request was made after the award of the contract. As far as The Department of Highways is concerned, the municipality may make any changes they wish, but the department is obligated to subsidize only changes in operations of which the department approves. The department's municipal engineer approved of the change and subsequently approved of the payment for it.

I will deal next with questions related to Contract R-7-66, which covered pavement reconstruction from O'Connor Drive to the Leaside Bridge on Donlands Avenue. This contract was awarded to Raponi-Eastwood Paving and Construction Limited. The specific questions dealt with changes in the sidewalk and curb which created an extra cost on this contract.

There were, in fact, a number of sections of contract sidewalk and dropped curb which, having just been completed under Contract R-7-66, were removed and replaced by the



Metropolitan roads maintenance forces. Metro's policy at the time this particular contract was awarded was to include certain design standards of local municipalities in the Metropolitan Toronto roads contracts where these contracts were within that given municipality. In this case, the East York design standards for sidewalk and curb were included in the contract, but in actual practice they proved inadequate since they were damaging cars. Due to the numerous complaints from citizens, Metro was forced to replace all the entrances with Metro's own design for curb and sidewalk.

The investigation carried out by this department reveals that all the private entrances in the immediate area of this particular contract on East York's own streets have been padded with asphalt to overcome the same problem. Since the contractor had fulfilled his obligations under the contract, this later change was in no way his responsibility. We have a case here of inadequate design being included in the contract, but only at the insistence of the local municipality. Because of this and other instances, the Metropolitan Toronto contracts no longer include local municipalities' standards, but include only their own designs. The cost of this reconstruction totalled \$4,112.43.

Contract R-1-66 was the next subject of the hon. member's question and in essence he queried why there was a dispute regarding the payment quantities for earth excavation and how was the final payment quantity derived.

This contract called for the supplying and placing of selected earth fill and approximately 210 feet of 36-inch corrugated iron pipe as well as the grading and sodding of slopes for a section of alignment of Pottery Road near Broadview Avenue. The contract was awarded to the Dineen Construction Limited.

The contractor did contend that there was an error in the measurement of the earth on this particular contract, and objected to the payment which he was offered. In checking the contractor's complaint the Metro Toronto engineering staff determined that improper preliminary field measurements were taken by junior members of the staff without the knowledge of the supervisors. Other data was available, however, from aerial photographs and contour plans, and a final payment quantity was calculated from this data. The department's audit indicates a slight error in the mathematical calculations by this method which, however, is relatively insignificant.

The method used is not precise, but it is in our opinion, reasonably accurate considering the lack of normal field survey information, and in any case, the matter was discussed with the contractor and he agreed to accept a quantity arrived at from calculations based on the contour plan. In our opinion, any more accuracy derived from other methods of survey would tend to increase the payment to the contractor, rather than to decrease it.

Mr. Chairman, the hon. member's last series of questions related to contract R-1-61. This contract was for the construction of the Don Valley Parkway from Eglinton Avenue to north of Lawrence. The contract was awarded to Robert McAlpine Limited.

The hon. member questioned the length of time, after the completion of the contract, which was spent by the engineering staff compiling quantities and if, in fact, the staff had enough field information to properly calculate these quantities.

In answer to the member's questions, we have determined that some of the consultant's staff were on the contract for approximately four months after the completion date during which time they compiled the final estimate figures. The completion date was November, 1963, and the last payment certificate was issued in March, 1964.

Normally on any road grading contract it does take a period of time to calculate the final payment figures after the contract is completed. The length of time depends on the number of factors including the contractor's method of operation, weather conditions and the complexity of the work. Our perusal of the records indicate that the consultants were taking some cross sections in the field and were possibly taking additional cross sections in some areas. Both circumstances being normal, there were further calculating final payment quantities of unclassified excavation and again this is normal.

The consulting engineers have some field information and calculations to support pay quantities. Due to the length of time since this contract was completed, it has been impossible for the engineering staff to supply our auditors with all the original detailed calculations and substantiating data. It was the consultant's and Metro's policy to produce a sufficiently accurate final quantity after completion of the contract and once having the quantities accepted by the contractor, they anticipated little or no further use for such calculation, with the result that it is now impossible to gather this data. In addition to this, people with a personal knowledge of the contract are

either not available or cannot recall all the exact details.

For this reason, our audit was unable to determine whether the final quantity was substantially correct or not. The audit did determine, however, that the engineering staff was not on the contract six months after the acceptance of the job and they have found no evidence that additional calculations were compiled by the consultants. There is no evidence that the final payment figure is a saw-off with the contractor.

This concludes my comments on the statement made by the hon. member for Humber. I would like to inform the committee of some other developments which have taken place within the past two years regarding municipal contracts which are subsidized by The Department of Highways.

For some time now our engineering audit office has been carrying out checks on all Metro contracts and we have received very good co-operation with the Metropolitan Roads Department. The engineering audit office has also carried out many checks on contracts involving development road and connecting link work, and we are quite satisfied with the standard of control exercised in this area.

In addition, the engineering audit office during the past year carried out contract checks in over 100 municipalities. This is a new field of operation for this group and we are sure we will receive the same co-operation from the municipalities on bylaw work, to the end that the quality of control on these contracts may be upgraded to a point that it will satisfy our standards.

**Mr. Chairman:** Mr. Minister, before we proceed, I think all members of the committee have listened with some interest, and possibly a lot of patience, to your long statement. You have got the other statements.

I myself had expected one or more members of the committee to arise on a point of order any time through it, because I am wondering if anyone can tell me if any of the matters related to have any connection with the vote at hand. Are there any monies involved and all these matters that refer to the estimates of 1968-69 in the way of expenditure of money on construction?

**Mr. G. Ben (Humber):** Well, Mr. Chairman, if I may, that is a rather naïve and facetious statement. Let us admit that we are just going through an exercise here anyway. What we are doing here is like a man

asking his father-in-law whether the shotgun was loaded.

**Mr. Chairman:** Well I—

**Mr. Ben:** It is too late. That money has been spent for this year. The purpose of having estimates is to question the Minister on the operation of the department to see if they have been operating efficiently, to see if they still have the confidence of the people. That is the only reason for estimates. Good grief, here we are devoting the time of this committee at the end of the fiscal year. We are not going to stop the Minister from spending any money. He has spent it already. The only thing we can do is to ask him to justify his conduct of the past. So for you to ask whether any of that money or the statement that he made relates to this particular estimate is absolutely childish, ridiculous and it is absurd in the extreme.

**Mr. Chairman:** Just a moment, we are examining the estimates of 1968-69.

**Mr. Ben:** We are examining the efficiency of this particular Minister to try to find out if he and this department have been spending the taxpayer's money efficiently or not.

Interjection by an hon. member.

**Mr. Ben:** I beg your pardon. The question is integrity. I mean, I am not questioning integrity, but I think the question is that challenges that in asking a question like that.

**An hon. member:** Are you satisfied with the answer.

**Mr. Ben:** I am not satisfied with the answer. This has been under review for three years. Large sums of money were paid by this government to different municipalities. It comes under Grants to Municipalities. We are entitled to know where this money is being spent and why it is spent. If Mr. Chairman is suggesting for one minute that if we discover that money was foolishly spent or even that the Government was dishonest three or four years ago, we cannot raise it because it does not come under our type of estimates—How far are you trying to stretch credulity?

Interjection by an hon. member.

**Mr. Chairman:** I do not pretend to be an authority on this, but it is my opinion that we should examine the matter of business before us and that is the estimates of the expenditure of 1968-1969.



**Mr. Ben:** Grants to the municipalities for the construction of roads.

**Mr. Chairman:** Right.

**Mr. Ben:** Fine, this is what we are examining—whether the money has been spent wisely and whether we should give any more money to this department without knowing what the past experience has been.

**Mr. Chairman:** Is it the feeling of the committee that we should be more flexible?

**Mr. Ben:** Well, I want it noted that the hon. member for Sudbury East (Mr. Martel) does not want the investigation continued and he is supported in that contention by the hon. member for Wentworth (Mr. I. Deans). He shakes his head, no.

**Mr. Chairman:** A point of order.

**Mr. E. W. Martel (Sudbury East):** I do not like the hon. member for Humber putting words in my mouth.

We are discussing item 903. We have attempted during these estimates to stay on item by item. If you wanted to discuss policy I suggest you should have come in under vote 901, where the rest of the members in this committee voted or discussed policy. I do not think this is the time to come in here and start to ramp and rage on something that you happen to not be here for.

**Mr. I. Deans (Wentworth):** Further to the point of order, Mr. Chairman, I want to point out that I was not in opposition to continuing discussion of the estimates. I was in opposition with discussing things immaterial to this particular vote.

**Mr. Ben:** Point of order. The statement that the hon. member who sat down opposed the continuing of this investigation—

Interjection by an hon. member.

**Mr. Deans:** Oh, Mr. Chairman, I state further that that is absolutely unobstructive.

**Mr. Martel:** It is a bare-faced lie. I want to continue with the investigation under the proper vote if we can go back to the vote that it should be conducted under.

**Mr. Chairman:** Well, I do not think that we are going to go back.

**Mr. Ben:** I am not discussing policy, Mr. Chairman, I am discussing specific items and specific contracts, not policy. The Minister read a report that dealt with specific items, not with a policy.

**Mr. Chairman:** They are not contracts that refer to this estimate whatsoever. This has been a totally different—

**Mr. Ben:** This estimate covers municipal subsidies, \$9,000,500.

**Mr. Chairman:** That is not for the year 1968-1969, as far as I am concerned. Unless it is the feelings of the membership otherwise, the matter is closed.

**Mr. Ben:** All right, I challenge the rule.

Interjection by an hon. member.

**Mr. Ben:** I want a recorded vote as to this.

**Mr. Chairman:** Call in the members.

**Mr. Ben:** You will not call in any hon. members here. This is a committee. Take a vote. There is no calling in members.

**Mr. Chairman:** Oh, yes, you call in the members.

**Mr. Ben:** Oh, no, there is not. You take the vote. Now.

**Mr. Chairman:** You call in the members.

An hon. member: Take a vote.

**Mr. Ben:** All right, I want it recorded who is here. There are three Conservative members plus the Chairman and there are one, two, three, four, five—

Some hon. members: All right a little more than—

**Mr. Chairman:** Fine, order.

**Mr. D. Jackson (Timiskaming):** I am sure you do not want to offend the hon. member for Humber. This is not a proper procedure for a committee recalling the members.

**Mr. Chairman:** Yes, it is.

**Mr. Jackson:** It has never been done in my experience.

**Mr. Chairman:** In this new procedure, this is the proper procedure.

Interjections by hon. members.

**Mr. Jackson:** Call in the members, Mr. Chairman. Since you said call in the members, who calls them in?

**Mr. Chairman:** The representative of your party.

**Mr. Jackson:** Oh well, you find me the rule for that.



**An hon. member:** On a point of order.

**Mr. Chairman:** I do not think there are any more points of order after we have called in the members.

**An hon. member:** A point of order is always noticed.

Interjections by hon. members.

**An hon. member:** After the members have been called in?

Interjections by hon. members.

**Mr. Chairman:** Mr. Deans, the representative of your party at this committee, the representatives of the other parties—

Interjections by hon. members.

**An hon. member:** Mr. Chairman, to the point of order. If you felt that this was out of order, you should have made that comment when the Minister started to make his remarks and not after he had made his remarks. I think you are completely out of order on this particular point.

**Mr. Chairman:** I think you have a very good point there, sir. I think you have a very good point.

I sat on the edge of my chair during the entire reading of that statement, and I expected at least one, or some of the membership to rise on a point of order. When they did not, I felt it was my duty, when he concluded, to bring the matter to the attention of the committee.

**Mr. Ben:** This is something unique, when the NDP joins with the Conservatives to gag the investigation of the affairs of this government.

Interjections by hon. members.

**Mr. Ben:** It is on the record, fellows. You can cry all you like!

**An hon. member:** The fact that you said this does not make it true, you know. Are we supposed to believe George Ben and bow down to him?

**Mr. Martel:** Speak at the proper time. No one objects to that.

**Mr. R. Gisborn (Hamilton East):** Mr. Chairman, I wonder if you could enlighten us just what this hold up is now?

**Mr. Ben:** Are we just going to sit here and twiddle our thumbs, Mr. Chairman, until somebody goes out and rings the bell or something?

**Mr. Chairman:** Your leader in this committee should be out looking after his members.

**Mr. Deans:** Can we ask for direction? How long will you take before the vote will begin?

**Mr. Chairman:** Oh, I would think five minutes.

**Mr. Deans:** In five minutes the vote will be taken?

Interjections by hon. members.

**An hon. member:** it is 8.47 p.m.

**Mr. Gisborn:** On a point of information. You are the chairman of the committee. When this committee was established, was there a procedural draft given to the chairmen on how we proceed? Now that we are having the bell rung to conduct a vote, do members of the House come here to committee? Does the House close down?

**Mr. Chairman:** The members of this committee could come out of the House. I have already stated, I do not pretend to be an authority whatsoever. I know little about it. But in my discussions with the Clerk of the House previous to this committee sitting, these are the procedures that he outlined to me.

**Mr. Martel:** They have not got five members!

**Mr. Ben:** We have five members!

**Mr. Martel:** Mr. Chairman, just go right on. They have not got five members at all.

Interjections by hon. members.

**Mr. Chairman:** What is our count? Have we got seven here? One, two—he is not here—three, four, five, six, seven, eight.

Interjections by hon. members.

**Mr. Martel:** Mr. Chairman, would you call the next vote, because they do not have enough members.

**Mr. Chairman:** We have a quorum here; we can call the vote.

**Mr. Martel:** They have not got five members.

**An hon. member:** We cannot, but someone has to call it.

**Mr. Ben:** Who has not got five members?

**Mr. Martel:** You people have not.

**Mr. Ben:** We have four members and one out whipping.

**Mr. Martel:** Whipping?

**Mr. Ben:** That is right.

**Mr. Martel:** When is he going to whip the bell into shape?

**Mr. Chairman:** If he has someone out whipping we are not going to call the vote.

**Mr. Gisborn:** Let us get down to some sense of proper order. What were the procedures for a challenge of the Chair or a vote to be conducted under this system?

**Mr. Chairman:** Quite similar to the House. You can call in the members.

**Mr. Gisborn:** And does it need five members to challenge the chair? Or to call a vote?

**Mr. Chairman:** Right!

**Mr. Gisborn:** Does it need a seconder? Have we had a proper motion recorded and a seconder who challenges the chair?

**Mr. Chairman:** No. We have not had a motion. That is a question.

**Mr. Ben:** I challenge the chair.

**Mr. Martel:** Did you get somebody to second it?

**Mr. Gisborn:** Okay. Now what is the procedure from there on? Do we have to have five members in committee to call a vote?

**Mr. Chairman:** Well our quorum is seven.

**Mr. Martel:** But they have to have five. Let them stand, all five of them.

**Mr. Ben:** We do not have to have five stand.

**Mr. Martel:** You do in the House.

**Mr. Ben:** We do not have to have five stand to challenge a ruling of the Speaker. Anybody can challenge the ruling of the Speaker.

Interjections by hon. members.

**An hon. member:** Let us have the vote on the challenge and then we can go on from there.

**Another hon. member:** We have exactly five members!

**Mr. Chairman:** This procedure is all very new to many of us and if there are things that many of us do not understand, we can always call on the Clerk of the House. We have sent out for him. Or is it the wish to proceed with business?

**An hon. member:** What is your position?

**Another hon. member:** Why do you not let him go ahead?

Interjections by hon. members.

**Mr. Ben:** All right. Back on this report. Would the Minister please tell us how long the rodmen and the cement finishers and the hoisting engineers were on strike with reference to Contract R-164?

**Mr. Martel:** Mr. Chairman. Did you not just rule against this as irrelevant to the question?

**Mr. Ben:** You just told me to proceed, did you not?

**Mr. Martel:** He did. I did not.

**Mr. Chairman:** Oh no, no. I said are you calling in your members.

**Mr. Ben:** What do you mean calling in our members?

We do not have to. I challenged your ruling that you cannot go calling in a vote.

**Mr. Chairman:** Well we call in the members to vote!

Interjections by hon. members.

**Mr. Ben:** Well all right. We do not have to call them.

Interjections by hon. members.

**An hon. member:** Are you challenging him?

**Another hon. member:** Go and ring the bell.

**Mr. Ben:** Ring the bell! Let us hear the bell ring then.

**An hon. member:** I have not heard it ring yet.

**Mr. Ben:** You are making a mockery of the whole procedure.

**Mr. Chairman:** We are not making a mockery of it.

**Mr. Ben:** All right. I would suggest then, Mr. Chairman, that the matter has to be referred to Mr. Speaker for direction. And I so move.

**Mr. F. Young (Yorkview):** We are operating here in a committee, Mr. Chairman, and in the committee once a challenge is made to the chair, or a motion is made, the committee has a right to vote at that point.

I would suggest, on the challenge to the chair, let us vote on that challenge and find out how the committee reacts to it. Let us see whether they sustain the chair or not.

**Mr. Ben:** I am afraid it has all been a mockery. But he should have risked it when the point was raised. Since he rose two, four, five government members have entered the House.

**An hon. member:** That is all right.

**Mr. Ben:** And I will not take part in this farce.

All I can say is that the hon. member—I think he is for Yorkview—was sitting there in silence with the hon. member for Cochrane South (Mr. W. Ferrier). We questioned the decision of the chair.

Interjections by hon. members.

**An hon. member:** Let us get on with it.

**Mr. Chairman:** The ruling of the chair was that Mr. Ben's discussions were not related to vote 903.

**Mr. Ben:** How do they know when people were not here? The Minister read a 17-page report. It is called "Statement by the Minister on Metro Road Contracts". When I rose to question him on this report I was ruled out of order.

**Mr. Chairman:** All those in favour of Mr. Ben's motion, rise.

**Mr. Ben:** Well do you not think they should know what it is all about?

**An hon. member:** What a farce.

**Mr. E. Sargent (Grey-Bruce):** It is a kangaroo court.

**Mr. Chairman:** It is not a kangaroo court.

**An hon. member:** Any question as to the reply?

Interjections by hon. members.

**Mr. Chairman:** We have ruled that it is not related to vote 903.

**An hon. member:** Well did you rule that—

**Mr. Chairman:** Any member had the privilege of rising during the Minister's comments on a point of order.

**Mr. Ben:** So did the Chairman.

**Mr. Chairman:** I expected someone to rise—

**Mr. Ben:** It was your duty to rule about it.

**Mr. Chairman:**—and when they did not, I did.

Interjections by hon. members.

**An hon. member:** What is fair for the Minister is fair for the members!

**Mr. Chairman:** All in favour—

**Mr. Jackson:** On a point of order, Mr. Chairman. I can see this problem arising again. Surely we should have a ruling right now on what the procedure is going to be. We should have to call the Clerk in here and settle the matter once and for all, because if this arises again it will take up valuable time that should be used in debate.

Surely we should settle it now and not let it go any further.

**Mr. Martel:** We asked the Minister to have his answer strictly for the record.

**An hon. member:** This has been done before.

**Mr. Ben:** Oh, no, it has not.

**An hon. member:** Do not be so ridiculous.

**Mr. Chairman:** We have called the vote on Mr. Ben's order. All those motion—

**Mr. Sargent:** I am sorry I was absent when this happened. Do you mean that the hon. member cannot reply to the Minister's statement?

**Mr. Chairman:** No, I really do not mean that. I said that anyone, any member of this committee had the opportunity to rise during the course of the Minister's remarks and call them out of order. I was not certain myself until I questioned it to see whether any monies that were discussed in the Minister's statement were involved in this vote. I was told there are none. But I was not aware up until that point that any member of this committee could have risen during the course of those remarks and questioned the matter.



**Mr. Sargent:** I would expect that we suggested that the Minister's statement was pertinent to this estimate.

**Mr. Chairman:** No, it was not.

**Mr. Sargent:** We have a right to question the Minister's statement.

**Mr. Chairman:** It was not pertinent to the estimates.

**Mr. Sargent:** How did you get on the subject in the first place?

**Mr. Chairman:** We wondered whether it was pertinent to the estimate when we questioned him.

**Mr. Sargent:** But you allowed it, did you not?

**Mr. Chairman:** We allowed it.

**Mr. Sargent:** Why cannot you allow the hon. member, then, to question this? What is good for the Minister is more than good for the hon. member here.

**Mr. Chairman:** As I pointed out, any member of the committee had the opportunity to rise during the course of the Minister's remarks.

**Mr. Sargent:** You are the Chairman. You allowed the Minister. You must allow him right now.

**Mr. Chairman:** I questioned him the minute he completed—

**Mr. Ben:** Mr. Chairman, it is obvious that there is a concerted endeavour by you and the NDP so there is no sense in pursuing it. There were only three government members here when the discussion started. You would not call a vote until you packed it. If that is your sense of justice, the record will speak for itself.

**An hon. member:** Democracy in action.

**Mr. Jackson:** A point of order again, Mr. Chairman. I still say that somewhere along the line we are missing the point. If we allow this to happen under the situation without the ruling of the Clerk of the House or the Speaker of the House, then what we are going to do is just what the hon. member for Humber says—making a mockery of democracy. Surely we should have a ruling from the person who makes this committee possible, and that is the Speaker of the House.

**An hon. member:** Who votes?

**Mr. Chairman:** Well, it is the—

Some hon. members: Mr. Chairman, let us get on with it.

**An hon. member:** We have a motion—a question.

**Another hon. member:** Of all the committees we have had before the standing committee—very well. Everybody has had an opportunity to have their say. Let us get on with it, this is at the House. We do not need any votes. The NDP, Liberals and the Conservatives all had an opportunity to have their say. They are going to have their say. Let us get on with the business of the House.

**Mr. Martel:** Mr. Chairman. Might I ask that by tomorrow that you have some clarification on this situation and report back to the committee as to how we will operate should this occurrence pop up in the future?

**Mr. Chairman:** Certainly.

**Mr. Sargent:** Oh no, not a bit.

**Mr. Chairman:** Just in a moment. Then is it the wish of the committee that we proceed with vote 903?

**Mr. Chairman:** The member for Windsor-Walkerville.

**Mr. B. Newman (Windsor-Walkerville):** Mr. Chairman, I would like to bring up the problem of the suburban roads commission. I would like to ask the Minister if he is considering eliminating commissions or not and requiring municipalities to make the contribution of a half mill to suburban roads commission. In my own constituency, the city of Windsor, a half mill amounts to \$260,000. If they did not have to make that type of contribution to the suburban roads commission, they could spend that \$260,000 in other roadway and highway improvements within the bounds of the municipality. May I ask the Minister if he is giving any consideration to amending the Act so that no longer will municipalities have to make contributions of a half mill to the suburban roads commissions?

**Hon. Mr. Gomme:** Mr. Chairman. That was all answered and discussed very fully this afternoon. Briefly, we have not given it consideration, but it was pointed out that these cities and separated towns who contribute to suburban roads are now going to receive a 50 per cent subsidy in the place of 33%. Even Windsor will get a great deal more out

of the additional subsidy over and above what they got last year, than what they paid the suburban roads commission.

**Mr. B. Newman:** Then may I point out to the Minister, there did not seem to be any hesitancy on the part of the Minister to make a substantial contribution toward the subway construction in the city of Toronto for the movement of the people. The money that you saved on highways by the fact that you have a subway in the community is all well and good. No one argues the point that you made that contribution to the Metropolitan Toronto area. But on the same token, Mr. Minister, you should outline the areas and make a similar type of contribution.

**Hon. Mr. Gomme:** We did.

**Mr. B. Newman:** You are not doing anything to the same extent to the outlying areas as you are doing to the city of Toronto.

**Hon. Mr. Gomme:** Yes, we are.

**Mr. B. Newman:** Will you explain to me how you are doing this?

**Hon. Mr. Gomme:** We increased the subsidy from 33½ to 50 per cent. It goes to Windsor as well as Toronto.

**Mr. B. Newman:** Yes, but you are making an additional contribution to the city of Toronto with the subway construction. There is nothing wrong with that. I do not disagree with that. The only thing is why do you not make that same type of a contribution to other municipalities that you make to the city of Toronto?

**An hon. member:** No, too many people—

**Mr. B. Newman:** Well, I know, but you can make that in the way of grants toward highway construction, instead of 50 per cent as you say you can make it at 75 per cent. You can take all of the connecting links.

**Hon. Mr. Gomme:** But we are doing that in the expressway, the EC road expressway.

**Mr. B. Newman:** You are not treating the other areas with the same respect and the same financial contribution that you are giving to the municipality of Toronto. It is all well and good to give it to them, but you are not giving the others, you are not treating the others exactly the same way. This is my point.

Interjection by an hon. member.

**Mr. Sargent:** It is quite the same argument.

**Mr. Chairman:** Just a moment, Mr. Deans, are your remarks in the same thing?

**Mr. Deans:** Much as I hate to admit it. No.

**Mr. Sargent:** Mr. Chairman of the \$7 million to \$10 million on GO-Transit—

**Mr. Chairman:** We are not on GO-Transit.

**Mr. Sargent:** In support of subways, and along this line. In every other jurisdiction that this has been, successful rapid transit in the San Francisco area—

**Mr. Chairman:** We are coming to transit on vote 904.

**Mr. Sargent:** Insofar as the—

**Mr. Chairman:** No, your thing must be related to municipal subsidies. This is what your colleagues spoke on just a second ago.

**Mr. Sargent:** Who is he going to talk about?

**Mr. Chairman:** The reason I will—

**Mr. Sargent:** Vote 903, Mr. Chairman.

**Mr. Chairman:** Yes, the reason I allowed you to stand, well, we have other speakers that were ahead of you. The reason we allowed you to stand is that we expected you to be speaking on the same matter and this was municipal subsidies, was it not? Are you speaking on municipal subsidies?

**Mr. B. Newman:** Yes.

**Mr. Chairman:** Mr. Whitney, did you have something on municipal subsidies?

**Mr. N. Whitney (Prince Edward-Lennox):** I certainly have. In my riding I have had quite a municipal experience and I served several years as reeve of my township. We had a very poor county road system. They were really unique because the roads went out to peninsulas. With extra help through the collaboration of The Department of Highways, through the years we have had great improvement. And I would say that the attitude that my people have municipally, in my riding is this: That without the assistance of The Department of Highways, and their consideration, we could never have had a road system such as we now have.

Now mind you, improvements still can be made. I do not say that that is the end of the trail, but I do say that what has been done has been immense and terrific and I



would say to my friends opposite, that surely they can see what has happened even in their areas in the last few years.

Wherever there is justification and a traffic count to establish the basis of the need and the justification for it, The Department of Highways, in my opinion, has been very considerate. I would say that some of these things that we hear being said are, I mean, sometimes the suggestion is that these things are done politically. I can assure the people that they are not done politically, because I had people say, "No" from The Department of Highways. They follow their rules and regulations. I do not always agree with these rules and regulations, but I would say, nevertheless, that this attitude of finding fault, well, I would imagine if anyone had been around here 18 years, as long as I have been, and had seen the changes that have taken place, they would appreciate the great job that The Department of Highways has done.

**Mr. Sargent:** Mr. Chairman. The \$90 million for municipal subsidies is the statement of the Prime Minister and the Minister of Highways that in this \$90 million subsidy to municipalities should be the cost for transportation costs in that area. Repeatedly, the Prime Minister is saying we are looking after subways in Ottawa or Peterborough through the municipal subsidies of \$90 million.

This is not a fact. The fact is that the people of Toronto are getting subways built as an extra—built on top of the subsidy. Yet every area, in the administration of rapid transit—do not hold me back because I am talking subsidy here, I am talking \$90 million subsidy—and the Prime Minister and the Minister say that in the \$90 million is the cost to pay for transportation across the province here.

Now do not get me wrong there, you know what I am talking about.

Interjection by an hon member.

**Mr. Sargent:** No, just a moment, I am talking about municipal subsidies. And in that \$90 million, Mr. Chairman, is not transportation which he is trying to tell us. We are paying for transportation in Owen Sound, Windsor, Ottawa, Hamilton, across the province. We are paying for transportation extra and Toronto is getting this extra more than we are across the province. And so I say that \$90 million is a fictitious figure. We are not getting transportation across the province—the same as Toronto is—out of the

municipal subsidies. Mr. Minister, I would like you to qualify that right now.

Interjections by hon. members.

**Mr. Sargent:** I want an answer.

**Hon. Mr. Gomme:** Was the hon. member asking for a breakdown of the \$90 million?

**Mr. Sargent:** All I am asking is for you to admit it. That you tell me—Mr. Roberts has told us repeatedly—that we cannot hope to get subways built in Windsor, Ottawa, London—across the province—because we are getting extra subsidies in our grants and the highways look after these costs. This is not a fact and you know it is not a fact. So will you qualify to me how it is a fact that Toronto can get \$10 million for GO-Transit and we cannot get it because it is coming from the general fund?

**Hon. Mr. Gomme:** First of all, the member is using the wrong figure. It has been the policy of government to pay the same amount of subsidy for the road bed of the subway in Metro Toronto, as is paid for city streets subsidies. This has been the policy all the way along.

So this has nothing to do with stations and all the other things, only road bed, which we have taken to consider to be similar to the road which would be necessary. So in the figure of the \$90 million, there is an amount of \$4.7 million for the Yonge Street subway extension. Now that is in this \$90 million which you refer to.

**Mr. Sargent:** Mr. Minister, how can you spend \$20 million, of our money, as a loan towards the University Avenue subway, which they are closing half the time because you cannot make enough money to pay the ticket takers? We paid across Ontario, out of the general fund, \$20 million towards it.

**Hon. Mr. Gomme:** That loan did not come from The Department of Highways.

Interjections by hon. members.

**Mr. Sargent:** I would like to know the answer to this thing.

**Hon. Mr. Gomme:** But this amount of loan that you are talking about was not made by The Department of Highways.

**Mr. Sargent:** No, it was made by the province of Ontario.



Hon. Mr. Gomme: Well, I do not know what that was. It is not in here. It would not be in these estimates.

Mr. Sargent: I know. Here is where it all comes out. You get \$20 million from the Ontario government *per se*, which we are paying for and we cannot get a subway in Owen Sound or Ottawa or Peterborough, but Toronto can get these things. Sudbury cannot get them.

Mr. Chairman: Mr. Hodgson is your—

Mr. Sargent: How do you like that inequity? That \$90 million is not for transportation costs—

Mr. W. Hodgson (York North): On municipal subsidies, Mr. Chairman, I would like to know what is the highest subsidy you pay. For instance, Grey Bruce. What is the highest subsidy you would pay this municipality?

I know what they pay in York, it is 50 per cent.

Hon. Mr. Gomme: The highest we would pay in to a specific municipality—I cannot name just one—would be 80 per cent.

Interjections by hon. members.

Mr. Martel: Can you control those Tories over there, Mr. Chairman?

Mr. Deans: I want to ask the Minister a question regarding the construction of highways, whether new or old, in relation to the normal drainage patterns of surrounding land. Now what I am talking about—this may not be the place—but I think the Minister is familiar with what I am about to talk about.

In the construction of Highway 403, it was necessary, apparently, to re-direct the normal drainage pattern to much of the land south of the highway, across the highway, under the highway, and into a creek that already existed. The end result of this was that the creek became severely flooded and the properties abutting the creek then were eroded to an extent. Now I want to ask the Minister what responsibility The Department of Highways has towards those persons whose properties abut this creek, when The Department of Highways take it upon themselves to re-direct what was normally water that drained into the adjoining land and re-directed into an existing creek.

Could you give me an answer to that?

Hon. Mr. Gomme: I would like to ask Mr. Crosbie if he would answer this.

Mr. D. A. Crosbie (Department of Highways): The policy we try to apply is the normal drainage law. If we have collected water which would otherwise be surface run-off and directed it into a water channel, then we are required to see that it gets to an outlet. If the re-direction of water would cause flooding then it is our responsibility to correct it.

Mr. Deans: Let me pursue in another area. In the re-construction of the access roads on the QE Highway—this is the portion between Stoney Creek and Grimsby—there was one instance where in the reconstruction of access road, the overpass and the route that was required, the land was built up to a higher level than it was previously. Now it then meant that much of the water that had formerly flowed in a southerly direction or at least had been caught up in the fields of that area, was then directed through a culvert underneath the access road and into what was previously a, perhaps, poorly constructed duct to the lake.

The unfortunate part is that that poorly constructed duct was quite incapable of carrying off what had been previously the amount of water required for it to carry. After the construction was completed because the water was then channeled both from east and west and also from the south, this duct was no longer capable of carrying the water and created a near flooding. Now I recognize the deteriorated condition of that particular duct, but the fact remains had there not been a re-direction of the surface water, the condition would never have come to light and it would likely have been able to carry the water away.

What I am trying to get at is this. That if we are going to redirect water, whether or not we might claim that the natural drainage was already there, if this natural drainage is not capable of carrying the amount of water that has been redirected into it then the department must surely be responsible, at least to some degree, for assuring that a proper drainage is provided.

Mr. Whitney: Do you think the water should run uphill?

Mr. Deans: I do not know but perhaps we could get you to help us. You could—

Mr. Whitney: Well, I would suggest that—

Mr. Chairman: Yes, I think you have to distinguish between water that is collected and water which is redirected because of the

change of the elevation of the surrounding land. The general principle being that it is not necessary to accept the normal sheet flow water from your neighbour's land if you wish to obstruct it so it does not come on your land. You are not responsible for what it does to the neighbour's land. That is the general legal principle.

Now when you collect it in a ditch or collect it in a drainage system and redirect it then you do accept the responsibility for seeing it gets the proper outlet.

**Mr. Deans:** Okay, well in this particular instance let me describe it to you. What happens is that the water previously ran from, as I recall, from east to west. It was eventually directed in such a fashion that it ran from east to west and west to east and met in the centre. Then it ran through a culvert and into what was an existing waterway, there is no question, it was there. Unfortunately it was not adequate to carry the water that was now directed into it. That is one instance. That is the instance on the Queen Elizabeth Highway.

The other instance was that because of the construction of Highway 403, almost in the town of Ancaster at that point, the drainage which had previously seeped into the drain was directed through man-made culverts under the highway for some distances, the length of the highway in some instances, running directly inside the highway construction and also directly through the highway into a creek that was not able to carry this amount of water. So we ended up with a creek that normally was about five feet wide in the flood periods going to 50 or 75 feet in width. I am not going to discuss whether or not that particular house is a part of it.

That is something I think that can be discussed another time. But I do think the re-direction of the water in this instance caused the erosion to properties. The one we are talking about is at the bottom of a bank, and the residential properties then go from this creek up to another level, and when it spills over it rolls the bank away and in so doing reduces the amount of property available for the persons involved.

**An hon. member:** Well, where does the water come from?

**Mr. Deans:** I suspect it came from clouds originally. It then eats away at the property of the people involved.

**An hon. member:** Where is the water? Does it run down hill?

**Mr. Deans:** What I am interested in is whether or not you have any responsibility in the matter. I find the member amusing, sometimes annoying, tonight amusing. I sense that we do have responsibility in those matters.

**Mr. Crosbie:** Well the way you have described it I could say there is a possibility of responsibility. I would not want to make a decision on the facts that you have outlined. You would have to consider other factors, such as where the water is coming from, who contributes it, and what effect if any the adjacent owners have had on the natural stream bed. Whether they have narrowed it in any way? But I think generally speaking, the principle is that if we collect and direct water into a water shed or into a stream then we are responsible to see that it gets to outlet without causing damage.

**Mr. Deans:** Okay. Then what I will do, I will leave it at that, and with that principle I will then pursue the two matters involved privately. Now I want to turn to another matter.

**Mr. E. P. Morningstar (Welland):** Mr. Chairman, that has been noted—

Interjections by hon. members.

**Mr. Deans:** I am trying to get a policy statement. Now let me ask you in regard to the maintenance of access during the time that a highway is being reconstructed. What I am going to refer to at the moment is that by Highway 2. I want to ask the Minister, first of all, whether I am in the proper area. It is at the outer extremity of Hamilton. You or the city or the combination of the two are reconstructing Highway 2 between Hamilton and Ancaster.

**Hon. Mr. Gomme:** I am advised that is not our road.

**Mr. Deans:** It is a highway. It certainly is a highway, whether or not you—

**Hon. Mr. Gomme:** Is it ours?

**Mr. Deans:** Highway 2, I would assume, would be at least partly under The Department of Highways.

**Hon. Mr. Gomme:** No, I am advised that this is not our road. It may be a connecting link.

**Mr. Deans:** Well it is very close.

**Hon. Mr. Gomme:** Is it towards Hamilton? You have got to help here.



**Mr. Deans:** Yes, I am trying to help. It is at the west end of the city of Hamilton, and it may well be inside the city limit. But it is on Highway 2 between Hamilton and Ancaster proper. You know, as it goes up the hill, if you are familiar with that section. Let me say to you that aside from that problem, so you will understand what I am talking about, on this particular piece of highway, it is when you get to the west end of Hamilton, it is the only access to Ancaster. You can go back to Highway 403, but once you get to the reconstruction you pretty quickly find out that the sign states quite clearly that you may pass at your own risk. Now I suspect that surely there must be some onus on the builder of the highway.

**Hon. Mr. Gomme:** Well I think really the one that you are speaking of is Hamilton. All you want to do is bring an example—

**Mr. Deans:** It is an example of what I am talking about.

**Hon. Mr. Gomme:** Yes. That is all right.

**Mr. Deans:** What it points out is this. That in many instances—and I raised this with the Minister in the House about that section of the Queen Elizabeth Way at Oakville—I felt that during the reconstruction period that the road became very hazardous. There were very large potholes and in many instances one of the lanes, the centre lane, had been torn up because they were rebuilding the median strip. They had, by tearing up the centre of the highway, torn up fairly large sections of one of the lanes of the highway and it became very, very difficult to use that road during that period.

One of the problems—and it is hard to relate unless you drive on it regularly—is that during the reconstruction period, the road becomes marked with little beacons. They set these little—whatever you call them—triangular things out there to decide where the lanes ought to be. It was so poorly lighted in that section that it was very, very difficult from day to day, and particularly if it was wet, to decide where the actual lanes were.

**Hon. Mr. Gomme:** But there would be a speed zone on it.

**Mr. Deans:** 45 miles an hour.

**Hon. Mr. Gomme:** And even at that speed, you could not—

**Mr. Deans:** It was still very difficult, because there was so much winding in and

out. I am sure any people who travel on that section of highway would agree with me. I am concerned that, if we're going to do that, one of two things will happen.

I raised one point with the Minister before, that perhaps we should have made use of the service road, and the Minister pointed out that it couldn't be done in that instance. I am not really sure why. But if it couldn't be done, could at least some form of temporary lighting be set up to assure that when a section of road is under repair and requires a number of changes in the normal road pattern that it should be extremely well lighted, so that people travelling on it will be able to make out what is happening?

They should be able to clearly define on what section of the road they are travelling. I ask the Minister to give that some thought because I feel in that area we are going to be rebuilding the Queen Elizabeth Highway for some time, I suspect, and during the period of reconstruction we are going to run across this on a number of occasions. I have seen people in the ditch. I have seen a number of accidents in that stretch, and I suspect primarily because of the quick shift of lanes that has to be made and some people's inability or uncaring attitude towards others. I recognize that. But I think we have got to compensate for that by making the necessary adjustments in construction, rather than hoping that the driver will make do with what is there.

Now, one final point. During the reconstruction of the Queen Elizabeth Highway between Stoney Creek and Grimsby, I had brought to my attention by a number of people, but one in particular, who drew his shotgun out of his case, and decided he was going to stand off the department in their efforts to do some work on the access roads. I do not know if you are familiar with this or not?

**Hon. Mr. Gomme:** We are not.

**Mr. Deans:** You are not? Goodness gracious, you do not read the *Hamilton Spectator*? Well, one of the gentlemen there had reached the point of absolute frustration, and was unable to come to any agreement as to the amount of compensation he ought to receive. And quite justifiably so, because in order to reconstruct the bridges across the Queen Elizabeth Highway it was necessary to rebuild the portion of the road in front of his property which was some distance to the south of the Queen Elizabeth Highway.

What happened was, of course, that he



needed that property for business purposes. He used it every day in the normal course of his business, and was unable, because of what I suspect is policy, to claim any compensation for loss of revenue due to the fact that he could not get his equipment in and out.

Now I want to ask whether or not the department is now prepared—and I know in the past there has been some dispute about this—to recognize that, during periods of reconstruction, people in business suffer severe losses in many forms, and that provided they are justifiable, they are as valid as the loss of property to many others. The loss of a strip of property is no more of a loss to many people than the loss of six months access, or three months or two months access to your place of business.

I suggest that when reconstruction is taking place, not only must there be compensation for any properties taken over, but that, on a reasonable basis, there has to be compensation for the loss of revenue due to the loss of business, due to the highway reconstruction. Now it might be argued that the reconstruction of the road could well provide better business in the future—this could well be argued.

Interjections by hon. members.

An hon. member: There is your assistant again.

Mr. Deans: Thank you very much, I appreciate that. It could also be argued that the better surfacing, and the better accesses in the area once it is completed provide for a better flow of revenue towards this particular business. But there are many people whose businesses are run on a shoestring, who operate from month to month, or even, I would say, on a two-month basis. The revenue they derive is not sufficient to carry them during the reconstruction period. I think if the province of Ontario was to recognize this as a valid loss—

Interjections by hon. members.

Mr. Deans: —then it would serve as direction for many municipalities who also engage in this kind of reconstruction. I happen to feel that we cannot expect the small businessman to absorb into the operating expenses of his business losses generated due to the reconstruction of highways from which he may or may not benefit, depending on whose point of view prevails. I would like to ask the Minister for some kind of direction as to what the policy of the department is in the reconstruction as regards—

Interjections by hon. members.

Hon. Mr. Gomme: I would ask Mr. Crosbie to answer this particular question.

Mr. Deans: Oh, I am back to Mr. Crosbie again, I see.

Mr. Crosbie: Well, the question the hon. member raises will arise under the new Expropriation Act and the definition of injurious affection. And dealing with the general area which is described, the Act speaks of injurious affection as meaning where the statutory authority does not acquire part of the land of the owner. I believe that is the case.

Mr. Deans: Well, it may well acquire part of the land—

Mr. Crosbie: Well, it is a different rule where you do it and where you do not.

Mr. Deans: Well, in this particular instance I am talking about you did, in fact, acquire part of the land, but also there was the loss.

Mr. Crosbie: Well, may we for the moment restrict it to the disruption that occurs as a natural consequence of rebuilding the road? The definition of injurious effects includes such personal and business damages resulting from the construction, and not the use of the works, by the statutory authority, as the statutory authority would be liable for if the construction were not under the authority of a statute. Now if we—

Mr. Deans: I will buy that, if I knew what it meant.

Mr. Crosbie: The general principle is that we cannot hide behind the statutory authority of The Highway Improvement Act and say we have the authority to carry out this construction, and therefore we have no liability. The law now is that, if we were liable in common law for this type of damage, if it was a form of injurious affection, or there was basis for a claim then we now are required to pay for personal and business damages. That new section has not been interpreted by the courts yet. The only case law I have been able to find on it is quite old and it might not apply but it suggests that the disruption that arises out of normal reconstruction of streets, is considered a normal aspect of municipal life, if you will, and not one giving rise to special claims.

Mr. Deans: Well, that is what I am afraid of.

**Mr. Crosbie:** So the best opinion I can form right now, in the absence of any interpretation of this section, is that we are not yet required to pay compensation for the incidental damage that arises out of the disruption of the street.

**Mr. Deans:** That is exactly what I am afraid of, because I suspect that the majority of the people that I am thinking about—the barber, or the small corner variety store, the guy who perhaps owns—

Interjections by hon. members.

**Mr. Deans:** You are beginning to annoy me. I am honestly trying to solve a problem, and I would appreciate it if you would just listen, just for a change.

Interjection by an hon. member.

**Mr. Deans:** Well, thank you, and then afterwards I will be very happy to hear your view.

**Mr. Whitney:** I have been acquainted with the same problem for many years—

**Mr. Deans:** Well, what do you say that we try together to resolve it?

**Mr. Whitney:** I would be prepared to get together at some time.

**Mr. Deans:** Oh, I am getting fed up with this. No, what I am afraid of happening is that I suspect that what you are saying is true—that there is not much opportunity for anyone to claim compensation from the law. What you perhaps are talking about is really a case of where a by-pass is built, and a person loses business because of this. You can hardly claim for that, and this has gone through a number of attempts and been unsuccessful.

I am suggesting, though, that the department, in its operations and its policy operation, ought to recognize, notwithstanding what might be said in the expropriation law, which really does not affect this particular matter, that he will receive compensation for that portion expropriated—we recognize that. But he obviously cannot claim, or he may be able to try to claim, but is unlikely to be able to recover—I am sorry. I will wait until—

**Hon. Mr. Gomme:** I am listening.

**Mr. Deans:** No, no, I want you to get what is happening. I really want to get an answer. I am not asking it for any other reason than to try and get an answer from you.

**Hon. Mr. Gomme:** Well, of course, I think partially what you are referring to would be a very great problem to us. Supposing we changed the route of a road, what of all the business establishments there—

**Mr. Deans:** There is this much about it. That there are two interpretations. Provided there was access available to the businesses—if people chose not to take that particular road and another was available, and they chose not to take it—

**Hon. Mr. Gomme:** But we do not hear that from those people—

**Mr. Deans:** I do not argue that. That is an argument for another day. The thing that worries me is that when there is no other access, and when access to this business is completely stopped, and for all intents and purposes revenue for that business is completely stopped, then we end up with a situation where unless a person—I mean many reconstruction jobs take months. Sometimes close to a year.

**Mr. Sargent:** That is talking policy again.

**Mr. Deans:** No, I am not really talking policy. It is not policy, but it is directly related to construction and I think—

**Mr. Sargent:** It does not matter. He will not answer you anyway.

**Mr. Deans:** Oh, I think he would, because I think there is something to be said here. The problem is that there are two separate instances. The one instance where you decide to build another road and let people choose not to use the one road. That is fine. But the other instance is where the only access to the property is blocked. In this particular instance the person who is claiming compensation has very little chance of success. I think this can be resolved by not resorting to The Expropriation Act but by policy of the department—by degree—by determining that you are responsible to a degree. And the degree can be negotiated. But you are responsible to a degree. The community is responsible to a degree, if that is to be the answer, for the loss of revenue to some person due to the rebuilding of the road or the highway to benefit the entire community. While this person, by living there, is responsible to a degree, so is everyone else, and that no one else, if they worked in another place of business, would lose revenue because of this.

But that this person because they happened to be located there because of mis-



fortune or whatever reason, is deprived of the opportunity to earn a living, well, I think there is a case to be made from the point here as opposed to the other, and I ask the department seriously to give some consideration to changing the policy in that regard during reconstruction. It may be costly. I am not denying that. But I think the cost that we have to bear in those instances is perhaps overshadowed by the benefit that those people who have been in business for years might derive.

**Mr. Sargent:** Mr. Chairman—

**Mr. Chairman:** Just a moment please, Mr. Sargent. We have Mr. Kennedy first.

**Mr. R. D. Kennedy (Peel South):** Mr. Chairman, may I break precedent for a minute and talk parochially? There are three problem areas. One is the traffic light on Highway 2 that Mr. Neilpovitz is having studied to establish some warrants, so this is really in hand. At least, at the moment we are awaiting those results and look forward to receiving them to see the current situation with respect to the warrants.

The other situation is with regard to Highway 403 in the Dixie Road area. The people in the municipality are very interested in knowing if the final layout of this highway has now been determined. Presumably, as we understand it, it is to cut through an industrial section. Industrialists come to the town and say, "Can you tell us where this highway will be?" Whether plans are being revised or whether the study is completed is my first question. If it is completed, the second one is this. Is it possible to provide to myself and to the municipality a copy of this, or a small sketch, of this layout?

**Hon. Mr. Gomme:** I am advised that we have not got the plans available to give out, but if there is anyone in the area specifically interested in a special problem area, we will arrange to go out and see them and explain what we are attempting to do.

**Mr. Kennedy:** Could someone from the department, Mr. Minister, then communicate with Mr. Rowe, the industrial commissioner, and discuss this with him? And I would be pleased to bring it to the attention of Mr. Bidell.

**Hon. Mr. Gomme:** Right.

**Mr. Kennedy:** The next point is this: Mississauga is taking over some of the highways in that area. The town is taking over

some of the King's Highways on April 1. Highway 5, between Highway 10, and I think it extends as far the Etobicoke, is a very heavily travelled highway. It is the understanding of the town that studies are being conducted with respect to the traffic flow and traffic control and this sort of thing. With the takeover imminent, presumably there will not be much, if any, additional facilities added by the highways department. Perhaps you could comment on that, Mr. Minister?

Secondly, assuming that this is the case, could the results of this study be included with the transfer of the highways to the town, so that in future, in doing their studies and installations to facilitate traffic flow they will have the results of this study to assist them in the channelling of traffic on this highway that will become part of the town's road pattern in the future?

**Hon. Mr. Gomme:** The study is just nearing completion. It is our practice to give these to all the municipalities concerned when we have them. We will do that in this case.

**Mr. Kennedy:** Perhaps, then, if someone goes out on this other matter of Highway 403-Dixie Road, they could bring them up to date on this problem also.

**Hon. Mr. Gomme:** We are doing a study on this which will be completed shortly. We will certainly provide that for the municipality.

**Mr. Kennedy:** Thank you, Mr. Minister.

**Mr. Gisborn:** Mr. Chairman, I want to elicit some information as to contract costing. It relates to the reconstruction of the Queen Elizabeth.

**Mr. Sargent:** Mr. Chairman—

**Mr. Chairman:** Order, order. Just a moment, please gentlemen. No, Mr. Sargent, you were down on the list below Mr. Gisborn. I am trying to use as much fairness as possible.

**Mr. Sargent:** But you have an NDP, then a government, then an NDP. What is your pattern here?

**Mr. Chairman:** We have not done it that way. We have been trying to take the names as they come.

Interjections by hon. members.



**Mr. Gisborn:** I want to elicit some information regarding the—

Interjections by hon. members.

**Mr. Gisborn:** —contract costing. It is in relation to the reconstruction of the—

Interjections by hon. members.

**Mr. Gisborn:** —Queen Elizabeth Way between Stoney Creek and Grimsby. In particular, in regard to the interchanges to the—

Interjections by hon. members

**Mr. Gisborn:** —roads and the access roads. As the Minister may know, and as the department officials know, the Fruitman Road ramp—in fact there are three or four ramps—are extensive ramps and there was a great deal of fill needed. My question is, what was the procedure for obtaining the fill for the ramps, and was it a direct contract between The Department of Highways or through the general contractor that handled the whole programme?

**Hon. Mr. Gomme:** We are not positive of the particular one that you refer to, but in most cases the contractor makes arrangements for his own fill.

**Mr. Gisborn:** I would like the department officials—and I think that is what they are here for—to try and get me the information.

**Hon. Mr. Gomme:** We will get the information on that particular job.

**Mr. Gisborn:** It was my understanding that the contractor who was building the ramp was being paid a fee, and I think the fee was 25 cents a cubic yard, to draw the fill for the ramp.

**Hon. Mr. Gomme:** Well, as you understand, I think we let about 500 contracts. We have not got the specifications of that one. But we will get it for you. But you tell me just which contract. There are two in that area. Would you know which one it is?

**Mr. Gisborn:** I do not know the name of the contractor. It was the one that built the Fruitland Road ramp and the Winona Road ramp.

**Hon. Mr. Gomme:** We will get that for you.

**Mr. Gisborn:** When I come in tomorrow can I continue the questioning?

**Hon. Mr. Gomme:** Well, we will try and have it tomorrow but if not, we will send it to you.

**Mr. Gisborn:** Right, then I will continue because there are other parts of the question that will need to be answered along with that part.

I understand it was—and the answer can be a correction as to whether I am wrong or not—that The Department of Highways did have a contract to pay the contractor 25 cents a cubic yard.

I want also to have an answer to the fact that The Department of Highways, at the Fruitland ramp, on the lakeside, auctioned off a piece of property, just prior to the construction of the ramp starting.

**Hon. Mr. Gomme:** On the west side of the ramp?

**Mr. Gisborn:** On the north side. I would like all the pertinent information then I will pursue it tomorrow. On the construction of that ramp and the subsequent auctioning of a parcel of The Department of Highways property just north of the Fruitland ramp.

**Hon. Mr. Gomme:** We will get those answers.

**Mr. Sargent:** We have seen over the years the policies adopted by the DHO and land acquisition. You have \$25 million in this current estimate for land acquisition, \$189 million for highway construction — those things we, at local level, cannot fathom. The policy you use is unfair in my opinion. It is unfair to people in land acquisition. You do not give them the going rate. You hold the final decision.

Interjection by an hon. member.

**Mr. Sargent:** I would not know whether it is much or little. The point I am making, and I think you will agree, is that the yardstick they use in paying people for land acquisition is most unfair and I say that having been at the municipal level many years. I have the largest riding. It is about 110 miles, the length of my riding, from Walkerton to Tobermory. There are great lengths of highways. I know the land acquisitions have been most unfair and now I go back to the Minister and in fact he says, "What the hell are you going to do about it?"

**Hon. Mr. Gomme:** I did not ever say that to you.

**Mr. Sargent:** I take that back. You do not say that but your people do. What are you going to do about it? Being most gallant, I want to say you have done a good job in the fielding of the questions, with the limited abilities you and your Ministers have.

Interjections by hon. members.

**Hon. Mr. Gomme:** But first you realize that is only your judgment.

**Mr. Sargent:** It is a matter of opinion.

**Hon. Mr. Gomme:** The hon. member is referring to a situation under the old expropriations. The situation is very different today. I would suggest that the hon. member might take a look at the new Expropriation Act and see the most generous, or at least, practical provisions made for the person whose property is to be expropriated and for the procedure of evaluation and adequate compensation for him under our new Act.

**Mr. Sargent:** Well, I hope things do get better because it is pretty bad.

**Hon. Mr. Gomme:** Would the hon. member like me to explain the system of expropriation as we use it, and some of the results? I mean, would you be interested in that?

**Mr. Sargent:** Yes, I would be.

**Hon. Mr. Gomme:** All right. This is our purchasing procedure for properties since the new Expropriation Act came into force. The Department of Highways is attempting to purchase all requirements by deed and therefore do not go to expropriation. However, cases do arise where we must expropriate. Prior to proceeding with the actual work of construction or reconstruction the design planning branch determines if any property is required for right-of-way. Title search is done on the property about one month prior to issuing the property request. When received, a review of the searches is done and if the title problem arises, the department may decide to expropriate. The property requirements are then appraised and the losses in value as a result of our action are estimated. Other items for compensation, as provided for under the new Expropriation Act, are also considered and included in the offer given to the owner. The property request is also given to the land survey sections who survey the requirement and prepare a reference plan, which is filed in the Registry Office prior to commencement of negotiations.

Negotiations begin with the owner and we attempt to negotiate for the purchase of all

properties and acquire by deed. If we are unable to negotiate settlement, or if a major boundary problem arises, the department will then expropriate.

**Mr. Sargent:** Question. Would you hold on a second, please? Why do you not negotiate at the going rate for land in that area?

**Hon. Mr. Gomme:** I am coming to that. I am going to give you some specifics. I am giving you general policy first.

After we have publicly announced our intention to expropriate and before expropriation takes place, the owner may request a hearing of necessity, to determine if the taking of the land is fair, sound and reasonably necessary in the achievement of the objective.

After the land has been expropriated—that is if we have to go to that—The Expropriation Act provides for a board of negotiation. Both parties may make representations to the board and the board will then recommend a settlement. The board's recommendation is not binding on either party. Then, of course, the matter may be referred to the Land Compensation Board. Again they receive representations from both parties and the board will make an award of the amount of the compensation to be paid and the board's decision then may be appealed to the court.

Now, last year we purchased property in the amount of properties, covering damage only, 142 transactions covering purchase of land, 2,021 transactions, making a total of 2,363. Out of that we had 1,565 agreements cleared and 798 agreements in progress. They were not finished but we were still negotiating.

Now, arbitration. You recall the number that we have there. The applications that went to the OMB were only 12 during last year and previous to that we had 35.

**Mr. Sargent:** Is that so? Who pays the legal costs on the appeal? Does the tenant?

**Hon. Mr. Gomme:** Under the new Compensation Act we can—

**Mr. Sargent:** Who pays the legal costs?

**Hon. Mr. Gomme:** The department will under the new Act.

Now I am trying to point out the small number of cases that go to the municipal board. So I asked to get a list of what these were and something to do with the few cases that went to the board. I referred to seven and these were applications from April 1,



1968, to March 31, 1969. These were the only cases that went to the board.

I am not going to give you the names for obvious reasons. I have them here. But number one, the owner asked for \$325,000. We offered \$275,000 and the municipal board awarded \$259,000.

Then we had the second one where we made an offer of \$9,100 and the board awarded \$8,250 plus five per cent interest, which brought it up close to what our figure was.

We had a third one where the department offered \$4,000 and the board awarded \$4,700.

We had another one where we offered \$71,225 and the owner claimed \$280,000 and the award was \$61,000.

In a further one, the department offered \$4,662 and the claim from the owner was \$9,428. The board award was \$4,700.

I just give you these as a few examples. I have more examples of how our settlements stack up with what amount of money should be paid to the people.

**Mr. Sargent:** I do thank you, Mr. Minister. For once you know the answers to some things, anyway.

**Hon. Mr. Gomme:** Thank you.

**Mr. Sargent:** I say that with tongue in cheek.

We established this afternoon in this vote that DHO is not part and parcel of a central purchasing programme of the government. You are a law unto yourselves. You are your own empire. You do your own purchasing, and insofar as this vote is concerned, we have consultant fees of \$4 million. Now, most of us cannot comprehend how in the progressive development of our highways you can at this point be spending \$4 million in consultants' fees. Who decides, in your department?

We do not have a central purchasing programme *per se* of the government itself. But in your department—your own little empire—you are not part and parcel of central purchasing. Who makes the decision in your department, Mr. Minister, to spend \$4 million on consultants' fees? That is number one. You answer things you know about. Now let us hear you answer something that I do not think you know about.

**An hon. member:** Then how can he answer?

**Mr. Sargent:** He has got staff that can find out. He has probably got a multi-million dollar staff there. Let us find out some answers.

**Hon. Mr. Gomme:** In regard to the hiring of consultants, these are usually—I would say all the time—engineers. And since the department does not have sufficient staff to undertake all the work—and the work fluctuates—the department assigns to consultants and engineering firms, the work overload of our design, planning, engineering survey, photogrammetry, material testing and analysis. There are many consulting engineer firms operating in the highway engineering field in Ontario. The department employs a small number of these consultants for work in the above-mentioned areas. I might say that the number of consultants has been kept to a very small group, so that we can contain uniformity in our designing procedures.

**Mr. Sargent:** How many groups, Mr. Minister?

**Hon. Mr. Gomme:** Pardon?

**Mr. Sargent:** How many groups?

**Hon. Mr. Gomme:** I am talking about the numbers. We do not employ—

**Mr. Sargent:** Then how many firms have you engaged?

**Hon. Mr. Gomme:** The number of consultants for road design last year was 15, and for bridge design, 28, and for functional planning, traffic and planning studies, engineering surveys and photogrammetry, 20, making a total of 63.

**Mr. Sargent:** Okay. Then 63 firms shared in \$4 million. First of all I would like to know the names of these firms and the number of firms that are on a continuing basis. How many of these firms have been continually employed by your department as consultants? We are talking about 60 firms receiving \$4 million—possibly \$70,000 per year for each firm. Are these continuing deals?

**Hon. Mr. Gomme:** No, they are not.

**Mr. Sargent:** All right, who makes the decisions as to who these firms will be? Are they on a low-bid contract, or are they chosen by friends of the department?

**Hon. Mr. Gomme:** I do not know how you can think that. They are not chosen that way.

**Mr. Sargent:** I do not know that. I am asking you.

**Hon. Mr. Gomme:** Then I am telling you. They are not chosen that way.



**Mr. Sargent:** I do not think you are qualified to know.

Interjections by hon. members.

**Mr. Sargent:** Just a moment. Just a moment. I have the right to say this. This is one man's opinion. I think this Minister took over a year or so ago, and he repeatedly pleads ignorance because of the short time he has had the job.

**Hon. Mr. Gomme:** I am trying to give you the answers, but you will not sit down for a moment so I can say anything. I have the answers. You ask a question, and then go on making a statement. Now, do you want the answers or do you not?

**Mr. Sargent:** I will listen. Go ahead.

**Hon. Mr. Gomme:** All right. The consulting firms are selected, based upon the specific requirements of each project, and upon the expertise of the consultant's staff. The department has employed this system for the past 12 years. It has proven very effective in serving the needs of the department.

**Mr. Sargent:** Then you have a staff that makes the choice of these firms?

**Hon. Mr. Gomme:** Yes, that is right. They know the expertise of certain—

**Mr. Sargent:** Who is the staff that makes this choice?

**Hon. Mr. Gomme:** My own staff.

**Mr. Sargent:** Who are they? I would like to know the names of these people.

**Hon. Mr. Gomme:** The Deputy Minister, and the Assistant Deputy Minister, the planning engineer and director of design.

**Mr. Sargent:** So these four people then—

**Hon. Mr. Gomme:** No, there are more than that. I mentioned the fact that we had them for different purposes and naturally the head of the branch involved would know the type of consultant that he could use.

**Mr. Sargent:** May I speak now?

**Hon. Mr. Gomme:** Yes.

**Mr. Sargent:** It is a pretty cosy arrangement then. Continually we have four people making a decision as to how to spend \$4 million of my money—of my money! I have a stake in that and so do the 60,000 people I represent, and don't you forget that. We

have in this government a policy of central purchasing. You say you do not want that policy. The Provincial Treasurer (Mr. MacNaughton) tells the House in grandiose terms that he will save \$15 million, \$20 million, \$30 million a year by central purchasing. But you do not like that programme, so you have your own purchasing. So, you have four people who decide how to spend \$4 million.

**Hon. Mr. Gomme:** Mr. Chairman, I do not think this has anything to do with—

**Mr. Sargent:** Well, it sure as hell does because we are talking consultant fees of \$4 million in—

**Mr. Chairman:** Order. I do not believe consultant fees and central purchasing are related whatsoever.

**Mr. Sargent:** All right. Disregard what I said about central purchasing. You have your own purchasing. You spend \$4 million in consultants' fees. So four people have that great—

**Hon. Mr. Gomme:** No. That is not quite right. I named four, but I want you to realize that in other branches that need consultants, the head of that branch helps in the selection and they are all—

**Mr. Sargent:** Right, Mr. Minister. May I ask you this then? Supposing the Prime Minister of Ontario in his wisdom, or lack of it, decided we would cut consultants' fees by \$2 million. What would happen to our highways programme? What would happen to the great staff of engineers you have across the province? Would you—

**Hon. Mr. Gomme:** I tried to explain to you. The only time we use them is on a very part-time basis when we do not have enough engineering staff to complete certain projects. Then they are given to them. As soon as that is done, they are through.

**Mr. Sargent:** Well, all right. We are not getting any place on that. You are quite adamant in your position that four or five people should have the right to spend \$4 million or \$5 million per year.

Interjections by hon. members.

**Hon. Mr. Gomme:** Does the hon. member realize that these can—

**Mr. Sargent:** You have a figure of \$940,000 for traffic and—

Hon. Mr. Gomme: Could I just say one word? You realize that these people that we hire are professional people and the—

Mr. Sargent: These are cosy contracts.

Hon. Mr. Gomme: The rates are standard.

Mr. Sargent: What do you mean, the rates are standard? Do they bid on a low contract?

Hon. Mr. Gomme: The rates are set.

Mr. Sargent: That is a lot of nonsense.

Hon. Mr. Gomme: It is not.

Mr. Sargent: How much will the traffic bear? How much can they get? You know it is that way.

Hon. Mr. Gomme: No, it is not. I know that is not right.

Interjections by hon. members.

Mr. Sargent: I sure as hell know that much about business today.

Hon. Mr. Gomme: No, you do not.

Mr. Sargent: You do not kid me a bit about that.

Interjections by hon. members.

Mr. Sargent: All right, then. These contracts are not let out on a low-bid deal. You people select who you are going to pick, and if they happen to be friends of the Deputy Minister or the staff, then that is all right. No one knows the difference, do they?

Hon. Mr. Gomme: That is not so.

Mr. Sargent: How do you know it is not so?

Hon. Mr. Gomme: Because we choose them on account of their ability to do certain jobs. You must realize that every consulting firm that we have cannot do everything in engineering.

Mr. Sargent: You put \$20 million of our money into the subway down here. They laid an egg in the University Avenue subway which they are closing half-time.

Hon. Mr. Gomme: We did not put any money into that.

Mr. Sargent: Oh, there is no use talking about that.

Hon. Mr. Gomme: But we did not subsidize it.

Mr. Sargent: You gave them a \$20 million loan. You subsidized subway construction.

Hon. Mr. Gomme: No, we did not. There is nowhere in the highway estimates that that was ever done.

Mr. Sargent: There is no money on the subway?

Mr. Chairman: Order. Gentlemen, the hour is 10 o'clock. We have—

Mr. Sargent: Before we close, Mr. Chairman, I want this from the Minister. I want a list tomorrow of the firms who have the consulting contracts, and the ones that have had them more than one or two years. I want that tomorrow.

Mr. Chairman: It is 10 o'clock and we have had four sessions on Vote 903. Does Vote 903 carry?

Some hon. member: Hear, hear.

Mr. Martel: Just one small thing, Mr. Chairman. Is the Minister going to assure that the hon. member for Hamilton East will receive the information he requested before he left, some time tomorrow, if we let this vote through?

Hon. Mr. Gomme: We are going to do our best to get it, and as I said, if it is not available, I will see that he gets it in writing.

Mr. Martel: But I think he wants a discussion on it, Mr. Chairman.

Hon. Mr. Gomme: Then we will try to have it for him tomorrow morning.

Mr. Martel: Thank you. I will take your word that we can discuss it tomorrow.

Mr. D. M. Deacon (York Centre): I would like to bring up a matter.

Mr. Chairman: The arrangements have been made for 10 o'clock and we must adjourn at this time and meet again tomorrow at 3.30 p.m.

Mr. A. K. Meen (York East): For clarification, have we carried Vote 903?

Mr. Chairman: I understand it is carried.

Some hon. members: No, no.

Mr. Chairman: What are the feelings of the membership?

**Mr. Meen:** I think you should leave it on, Mr. Chairman.

**Mr. Chairman:** Yes, well I put the question and I understand it was carried.

Interjections by hon. members.

**Mr. Young:** Mr. Chairman, could I clarify this? When it was asked if it was carried, the hon. member for Sudbury East indicated that there was some assurance to the hon. member for Hamilton East.

**Mr. Chairman:** The hon. member for Sudbury East indicated that there was some assurance to the hon. member for Hamilton

East that he would have answers tomorrow which then could be discussed briefly, I think. Now the hon. member for York Centre also wants to bring up a brief matter. I wonder if this vote could not be carried with the exception of those two matters, if we do not carry on forever tomorrow again.

**An hon. member:** Good. Carried.

**Mr. Chairman:** I move that the committee adjourn and that we will meet again at 3.30 p.m. tomorrow.

Motion agreed to.

The committee adjourned at 10 o'clock p.m.







# Legislature of Ontario Debates

## STANDING COMMITTEE ON SUPPLY

### Department of Highways

Chairman: Mr. Paul J. Yakabuski, M.P.P.

OFFICIAL REPORT — DAILY EDITION

Second Session of the Twenty-Eighth Legislature

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Wednesday, November 26, 1969

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Speaker: Honourable Fred McIntosh Cass, Q.C.

Clerk: Roderick Lewis, Q.C.

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## CONTENTS

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Wednesday, November 26, 1969

Road construction	
Sale of surplus lands .....	S-700
Expropriation bylaw .....	S-701
GO-Transit	
Operational costs .....	S-702
Motion to adjourn, Mr. Chairman, agreed to .....	S-723



# LEGISLATIVE ASSEMBLY OF ONTARIO

## Highways and Transport Standing Committee

WEDNESDAY, NOVEMBER 26, 1969

### ON THE ESTIMATES— DEPARTMENT OF HIGHWAYS

(concluded)

The committee met at 3.30 p.m. in committee room 1.

**Mr. Chairman:** Gentlemen, last evening, I believe, on four occasions during the discussions I referred to these estimates as the 1968-1969 estimates of The Ontario Department of Highways. I wish to correct that because as we all know these are estimates for 1969-1970. So I wanted to make that correction at the outset.

Also, when the chair was challenged last night, after the confusion the hon. member for Sudbury East (Mr. Martel) made the following request: "Mr. Chairman, might I ask you that by tomorrow that you have some clarification of this situation and report back to the committee as to how we should operate should this occurrence pop up in the future."

Since yesterday or since last night I have investigated the matter, which I was requested to look into and consulted the clerks. I am advised that any procedures which are open to the committees of the whole House are also open to standing committees, with such modifications as the more informal atmosphere and smaller numbers necessitated. The right to call in the members for a recorded vote is one of those procedures and is one that has been used on more than one occasion. This must be particularly so with respect to a committee sitting to consider estimates, as such a committee is, in fact, only a section of the Committee of Supply sitting in another room. The procedure must therefore be the same as in the Committee of Supply with the exception that by unanimous consent, opportunity has been given to departmental officials on direction from the Minister to answer questions direct rather than through the mouth of the Minister.

The procedure which should have been followed last night, is that when the hon.

member for Humber (Mr. Ben) challenged my ruling I should have asked for a voice vote as is done in the House, and declared the result in my opinion. If members were not satisfied and requested a recorded vote, then the members should be called in. As no bell is available for the committee room, obviously the members are called in by members of the parties acting as whips for the committee without the assistance of a bell. The question was also raised as to whether it would be necessary for five members to stand to request a recorded vote. In the absence of some special provision it appears that this would be so. However, it is suggested that the committee could decide to reduce this number to say, three, in view of the size of the committee.

**Mr. R. Gisborn (Hamilton East):** Well, Mr. Chairman, to further clarify the ruling of the clerk and to make it workable in committee, I would move to accept the motion that you reduce the number necessary to force the vote to three.

**Mr. Chairman:** Would that be the feeling of this committee, that the number required to have a vote would be three, to force a recorded vote, rather than five as is in the committee of the whole House?

**Some hon. members:** Carried.

**Mr. Chairman:** Carried.

**Mr. D. Jackson (Timiskaming):** May I point out, Mr. Chairman, we have two items yet to debate from the last vote?

**Mr. Chairman:** You mean the two items that were left over from Vote 903 last night. The vote itself was carried with the stipulation that the hon. member for Hamilton East (Mr. Gisborn) could pursue the question that he had of the Minister and the hon. member for York Centre (Mr. Deacon) also had one item he wished to bring up. So, Mr. Gisborn.

**Mr. Gisborn:** Yes. Does the Minister have anything to proceed with first?

**Hon. G. E. Gomme** (Minister of Highways): Yes, I have a statement. I refer to your request for information in regard to the sale of surplus lands in the northeast corner of Fruitland Rd. and the Queen Elizabeth Way. In 1967 as part of the requirements for the service road in the area the department purchased the entire holdings of the Zimba property in lot 14, broken front concession Saltfleet township. The purchase price was \$65,000 for 11.918 acres or \$5,500 per acre. The property was revised in detail with our planning and design branch in regards to estimates.

The decision was made that part of it could be released for sale as surplus land. An appraisal was carried out, which is our usual policy with the sale of surplus land, and the value was estimated at \$51,500, which resulted in a rate of \$6,500 per acre for 7.911 acres. This appraisal was reviewed by our senior review appraiser and approval was given to proceed with the sale.

In accordance with the usual procedure the sale was widely advertised in the *Toronto Daily Star*, the *Hamilton Spectator*, the *Toronto Telegram* and the *Stoney Creek and Saltfleet News*, and a public auction was held in August, 1968. There were approximately 40 people attending the sale, and from the report it is noted that 34 of these people attended because they saw the advertisement. The sale was made to the highest bidder, the purchase being Mr. Allan C. Morris, of R.R. 4, Stoney Creek, Box 1, for an amount of \$61,000, being \$9,500 above the appraised value.

The contract referred to by the member is No. 68-50, and was awarded to King Paving and Materials in July of 1968 under specification 200, subsection 213. The contractor is responsible for providing the required kits for this work, and the contract price was \$1.05 per yard, the original tender quantity being 596,000 yards.

**Mr. Gisborn:** I just want to get clear some of the questions. I might say first, I feel a little inadequate in pursuing my questioning, because I mislaid my notes, and could not pick them up last night. But my interest is deep enough in this area, because I have been concerned about land use in all of that portion in the south of the township between the Queen Elizabeth and the lake. The Minister may be aware that I have pursued it with The Department of Public Works and The Department of Lands and Forests in regard to a public park.

What drew my attention to the specifics was the money it cost for the deep excavations that had taken place to provide the land fill for the ramps on the one, two or three interchanges. I became quite concerned because the holes are approximately a mile long and a quarter of a mile wide and about 50 feet deep, similar to an ore pit where they are terraced around the edges where the trucks are carrying the stuff out.

Now I do not know whether we are speaking about the exact piece of land. It sounds similar, and I think that is the gentleman's name that won the purchase. I understood from him that he did get the one bid of \$65,000. Now that might have been something different. Now you stated that you do not let the contract direct to get the fill for the ramps, but rather that is the responsibility of the contractor. Is that correct?

**Hon. Mr. Gomme:** Yes.

**Mr. Gisborn:** And this raises the question in my mind, and it is a view also stated by the Minister. I do not know how you arrive at it when the contractor carries out this responsibility. You mentioned a figure of \$1.05 per cubic yard.

**Hon. Mr. Gomme:** Well, this is the price of the earth delivered on the job, and compacted and everything else along with it, you see.

**Mr. Gisborn:** I see. Well, I would just like to relate, and I am not going to take much time, my concern. My understanding, on questioning, was that the contractor was to draw the fill from the mountain side originally, with agreement with the municipality because of some construction road development that was being made up there, and that their arrangements with The Department of Highways were for 25 cents a yard.

**Hon. Mr. Gomme:** We knew nothing about that. Now, the 25 cents a yard, as I say, we would know nothing about. And that could be quite possibly for the fill up on the mountain side. Then it has to be hauled down and compacted and that would make the difference.

**Mr. Gisborn:** Yes.

**Hon. Mr. Gomme:** But I wonder if—

**Mr. Gisborn:** I just want to explain, and I will not take long. The confusion arose in my mind after I spoke to the gentleman who bought the property—who was successful in



the auction. The reason he wanted it so badly was that his land was land-locked. It was between the Queen Elizabeth and the lake, and it was land-locked by this piece of property belonging to The Department of Highways.

**Hon. Mr. Gomme:** Is this Mr. Morris?

**Mr. Gisborn:** I am not sure of the name right now.

**Hon. Mr. Gomme:** Well, it does not matter.

**Mr. Gisborn:** And he was very anxious to get it, so that there would be access to his property from the access roads. But what happened after he was successful in the auction was that he then contracted with the contractor who was providing the fill, for a rate of 15 cents a cubic yard, on a contract of 100,000 yards or more. And at the last point that I had spoken to them, they had only taken something like 25,000 yards. And this is my concern about the method of this type of construction. I felt there should be more direct connection between The Department of Highways and the contractors' responsibility.

Now I will leave it at that until I make a further investigation. What I would like is a copy of the contract, if it is available, so that I can pursue it further because I want to pursue it further in relation to the problem of the very large gouged hole in this section of the property north of the Queen Elizabeth Way—with the Minister of other departments or whoever is responsible—as to the right of any person owning the land, to allow it to be used for that purpose.

It is a sort of a business contract when it comes to the point where they say, "Come in and dig a hole of this size on my property." I understand one of the excavations was left 50 feet from the lake itself. The other one was closer to 500 feet. There are two of them in a five-mile area and I have to pursue it to the extent of getting satisfaction because someone must be responsible. Either this sort of thing comes under the quarrying Act or whatever it might be. Somebody must be responsible for that sort of development.

Now I am satisfied to the point that you had no direct responsibility with the land owner to get the fill. That was the contractor's responsibility. You say to him, "Do the job. This is what has to be done," and he makes his own agreement. That satisfies me to that point, Mr. Chairman. Could I have, at your convenience, a copy of that specific

contract pertaining to the land fill on that particular job?

**Hon. Mr. Gomme:** We will try to have a copy of that particular contract down to you by Monday morning.

There is one thing I would like to say to the hon. member. It is our understanding that this gentleman Morris, who bought the property, is developing a marina and he made arrangements with the contractor to dig this out and use this fill on the roads so he would have the excavation for his marina. Our understanding is that it is not going to be left as a hole in the ground. It will be put to a useful purpose. So in your exploration of it further you might see if that is exactly what is going to take place.

**Mr. Gisborn:** I think the Minister is correct. That was the idea but there was a little bit of hanky-panky. Well, I understand that the contractor helped to chap go ahead with his option because he did not have enough money and he made a deal.

**Hon. Mr. Gomme:** We would not know anything about that.

**Mr. Gisborn:** I am not blaming the department for that but I have investigated to the point that I have found out that the township says he will never get the permit. They do not believe in a marina there. The one down below is the one that concerns me a little more than that because it is much bigger and you could use it for wharfage. You could bring tankers in there. And what I am interested in is what is the prearrangement and government interest in seeing how this development goes ahead. It just seems that some person has a few hundred acres there and they can do a thing like that, without any permit or regulations of business and that sort of thing.

**Mr. Chairman:** Does that complete your question? Mr. Deacon is next.

**Mr. D. M. Deacon (York Centre):** Mr. Chairman, when the hon. member for Grey-Bruce (Mr. Sargent) was speaking yesterday I understood the Minister to say that the expropriation bylaw—the new bill—was effective as introduced and made effective by the department as of January 1. Was that not the date for it being effective? And any properties that were not then settled or settlement had not been reached—

**Hon. Mr. Gomme:** I do not think I gave a date. Could you give me a date Mr. Crosbie?



Was it to start January 1? December 20, was the date the Act came into force.

**Mr. Deacon:** Well, did the department issue instructions to all of its agents that they would apply or operate under the new law? Were they familiar with it?

**Hon. Mr. Gomme:** Yes.

**Mr. Deacon:** There is no question about that? How were they issued with instructions? Were they posted on a board or was it put out to every person? How did you ensure that all your agents understood this?

**Hon. Mr. Gomme:** It was handled at a series of regional meetings prior to that.

**Mr. Deacon:** Well, what action would be taken if these instructions were ignored? What action is taken against them? They just receive the normal—

**Hon. Mr. Gomme:** We do not know of any case where they were ignored.

**Mr. Deacon:** There was a department agent who did issue a letter in October to Mrs. Marie Pick of Jefferson, using the old form.

**Hon. Mr. Gomme:** This was previous to—

**Mr. Deacon:** October, 1969. Just within the last four weeks, when the old form was used. It came to me as quite a surprise because it was forwarded to me by her lawyer. He felt it was really a very serious offence because had she not been aware of this new law, and a normal citizen might not have legal advice available to him, this was really a very serious situation. I would like to know what action the Minister will take to ensure it is not repeated. Will he obtain a report on that situation and determine why that old form was used in this case? This is within the last four weeks. What action was taken to ensure that it does not happen again?

**Hon. Mr. Gomme:** I cannot give you any reason why it was done. We will certainly look into the case.

**Mr. Deacon:** I would appreciate a report on this.

**Hon. Mr. Gomme:** Yes, I will get you the details of the case.

**Mr. Deacon:** And this is Marie Pick of Jefferson Post Office, Yonge Street, north of Richmond Hill.

**Hon. Mr. Gomme:** We will get you that information.

**Mr. Chairman:** Is there anything else, Mr. Deacon?

**Mr. Deacon:** That is it.

**Mr. Chairman:** Well that, gentlemen, completes vote 903, which actually was carried last night. That now brings us to vote 904, GO-Transit.

**Mr. Deacon:** In opening the comments on GO-Transit, I would like to commend the Minister for initially starting this commuter back two years or so, because the federal government had not taken any action in that field over which they had jurisdiction. The province at least had the initiative to put something into effect. I do not know whether members have copies of maps of the rail service around Toronto. This is from the report. I have extra copies here if they have not and if they are interested in seeing what is available to us.

It has been aggravating to me over the years that the city in which the head offices of the two railways are located has a daily service now of 122 commuter trains, and it does not cost the taxpayers of Quebec one cent, let alone this item here of \$3,479,000 that we are having to set aside for GO-Transit. The whole factor of this is bothering me. It does not cost the taxpayers one cent for the fact that they are now getting in the Montreal area, new double-decker equipment. No money has been put up as the government grants for this service.

I am also delighted with the concept of the extension of GO-North was announced by the premier (Mr. Robarts) on Monday. It has the proper principle of integrating bus with rail, and it takes into consideration the matter of convenience and dependability and the elapsed time from door to door for people who are moving during rush hours. It will also provide an 18-hour service, as I understand it, by means of buses. It is going to do a great deal, in my mind, to alleviate some of the pressure which is on the highways.

There is a basic problem which is taken care of here, and it is something I have been speaking about a great deal in the past. It is the proper role of highways versus that of rail and commuter and subway transportation services.

The highways, as the Minister has pointed out to me on occasion, have heavy traffic and have a very fast pay-out. When you build even a \$17 million-a-mile stretch of 401, the gasoline taxes on that stretch of highway would cover the cost of that mile of road

within ten years. That is quite a consideration from the point of view of economics.

But you are correct in taking this move because the ultimate results of following this straight pay-out argument, of saying, "I will build more highways, get more traffic, get more taxes therefore we can build more highways again," is disastrous as we have seen in Los Angeles and cities which have attempted to handle the traffic in this way.

Compare Los Angeles with, say, London, England, where they have concentrated on the public transportation. They have concentrated on the public transportation and have not given proper balance to the highways. But in Toronto we have been building up a very fine system of expressways and parkways needed for the normal movement of traffic. I think that the expenditure on intersections such as Highway 401 and Highway 27, which I understand is a \$55 million contract—I got that figure from somebody in the department and I may have got the wrong figure.

**Hon. Mr. Gomme:** That must be way out. It is about half that.

**Mr. Deacon:** Oh, is it? The figure that I got may have been both for Highway 401 and the Queen Elizabeth Way interchange.

**Hon. Mr. Gomme:** Could be that, yes.

**Mr. Deacon:** But anyway, those interchanges are really needed, not for normal traffic, but for rush-hour movement. Their normal traffic on the old interchanges was not too bad.

It would have been quite good for many years, and therefore that tax, the millions of dollars of tax money might have been available for highways in other parts of the province that were needed more, if we had not had that huge rush-hour demand. We have now seen, with the Don Valley Parkway—a very, very fine parkway—that it is absolutely incapable of coping with even today's rush-hour demands, let alone the demands that there will be in the future.

And, therefore, I am anxious to pursue further this matter of what I feel is an important means of moving commuter traffic, or rush-hour traffic and that is the rail, and making some changes in what we have been doing so far.

First of all, with the agreement you have made with the CN, you have had a great problem, because you have only had one person you could negotiate with. There was only one line that served the east-west corri-

dor in a convenient way, and you had no other willing person to deal with.

It puts the government in a very bad position. The railways have made it quite apparent to everybody that they are not anxious to serve the passenger traffic because they do not make money on it, they said. It has been a traditional loss operation and they have said, "Well, we will do it as long as you pay for the original equipment, you pay for the improvements on the lines, you pay for the losses on our operations."

We have had to make a substantial investment in order to be able to give the people of this area the service that they really need for rush-hour operations.

I was appalled, though at the Premier's statement that he made after I asked him to give consideration to the matter of going after Ottawa to see if we cannot get the same treatment in the Toronto area as they do in Montreal.

Why should we, as Ontario taxpayers, have to put up this \$3.5 million? Why do we have to provide the capital funds for the improvements? And the Premier said at that time, "We do not necessarily compare all our programmes here with what happens in other provinces, so that we would say, 'You have done it for so-and-so, do it for us,' because there are different circumstances surrounding each of these. Now that the member has raised it, I might say that he has piqued my curiosity, and I intend to find everything I can about it."

Well, today I was even more appalled when I found the Premier had not taken any steps, because he did not think it was worthwhile to discuss with Ottawa the possibility of our getting the same sort of treatment in Toronto, for our Ontario taxpayers, as the Quebec people have for the Montreal people.

And I also was even more appalled at the Premier's statement the following day, when I asked him about the economics of extending service. He said at that time that he felt there was a difference between the economics where you cut off rail service and where you introduce it. It seems to me the economics are quite the same, whether you are starting a business or ceasing a business.

There is no difference in the consideration a person gives to a problem in one set of circumstances or the other, beginning or ceasing a service, and I feel that the Premier has been lax in not making a much more objective analysis of this whole question of the economics of rail commuter service in this area.



And I was quite surprised, Mr. Chairman, when the Minister just recently suggested to me that I should stop comparing our operation with Chicago, because it was making money, and look at Philadelphia, which was losing more money than we were. Frankly, I cannot understand the Minister suggesting that one should go to one who is making a bigger botch of the situation than we are, instead of going to one who is making a success of it. Philadelphia is operating the way we are. It has a transit authority, and it is subsidizing the railways for providing a commuter service, and this is where we have our problem. I think we have got to look at the successful one. There are lessons we can learn from the successful one. About the only really successful operation in North America has been the Chicago and Northwestern, and they are providing a great service. It is well promoted. Its percentage rate of increase is six times that of the actual traffic going into the downtown Chicago area. It is good for the local economy, and there is no subsidy involved at all. The Illinois and Chicago taxpayers do not pay a penny of subsidy there. They may have to in the future if they continue to subsidize the competitive lines, but last year's report showed a 12½ per cent after-tax profit on their \$20 million of commuter sales. And the railways' business is 92 per cent freight and only eight per cent passengers. The boss, though, is not an old railway man. He never knew anything about the railway business. Ten years he was a shareholder of the Chicago and Northwestern Railroad, which was rapidly going broke. But he was elected by other stockholders to do something about it, and he has done something about it.

Now I want to go into some of the comparative costs of Chicago after Bob Heine-mann had got some of these corrected, looked at what the market was, and how he could best serve it with what we are having to pay. There is a basic cost before a train even moves a passenger out of the station. There are fixed costs of maintenance of the right-of-way, maintenance of the equipment, the station expense, and crew expense. If you did not move a mile, or even a foot, you have got that expense, because you have got to have these people available. You have got to have these services available. It is interesting that this fixed sort of cost per passenger last year in Chicago was 45 cents. In Toronto, our payment to the GO Transit according to the statements the Minister kindly supplied to me, was 99.5 cents—45 cents for Chicago,

99.5 cents for Toronto. The fuel cost per passenger mile in Chicago was .19 cents versus our per passenger mile cost of .33 cents, and that is 74 per cent higher than Chicago's.

Now how have they done this? First of all, for the maintenance of the right-of-way, we are paying on a basis according to the actual volume of traffic over the right-of-way, but we do not control the traffic that goes over that right-of-way. The CNR controls it. So if they, in one month, decide that there is going to be no traffic of theirs over that right-of-way, we pay 100 per cent of the maintenance cost on it, as I understand the agreement that the Minister kindly supplied me with. It is on a wheelage basis per mile. As a result, the Chicago cost of maintaining their right-of-way where they fit the freight traffic in between the passenger trains—the freight does not have priority, it is the passengers who have priority—is \$4,002 per mile, and \$6,480 per mile for the amount of miles of track that we are using on our GO system. It is 61 per cent higher that we are paying for our use of the rights-of-way.

Now the equipment maintenance. We have brand new equipment, beautiful equipment, and yet it costs 17.5 cents passenger that Chicago carries, compared with 35.6 cents per passenger that we carry. We pay twice as much for the maintenance of the equipment per passenger as Chicago does. And this is for our brand new equipment, and Chicago's equipment is up to 14 or 15 years old, although most of it was purchased in the last ten years. But it is still a very appreciable difference, when you have to pay twice as much for maintenance of new equipment.

**Mr. A. K. Meen (York East):** Mr. Chairman, could I interrupt just for a moment, and ask the hon. member, does that figure for maintenance include depreciation?

**Mr. Deacon:** No, this is just straight maintenance. They do depreciate in addition to this, but we do not have to depreciate ours.

**Mr. Meen:** Frequently maintenance figures do include allowances for depreciation, in which event that could be a little misleading with our new equipment.

**Mr. Deacon:** No, we do not depreciate ours, because ours is brand new. There is no allowance for depreciation on our equipment. That goes on the books at one dollar when the government supplies that. This is a charge by the CNR to us for maintaining the equipment we own, so there is no depreciation. So we are



paying twice as much per passenger that we carry for the maintenance of the equipment.

The next figure is really alarming to me. This is the matter of station expense. Chicago station expense includes the normal attendants within the station and the maintenance of the stations in good condition. Ours, of course, includes the ticket-sellers. They also sell the tickets for the trains in many of their stations. Some of the stations have staff on hand, but if you cannot get a ticket in the station, you buy it from the conductor en route.

They have a different system of collecting fares and they do it because they do not feel there is a sufficient regularity and frequency of trains to justify two people sitting there to collect tickets at each of the stations for the 18 hours, or whatever hours the service is provided. So they have a ticket collection system which includes selling over half their tickets on a monthly pass basis, by mail and by credit card, payable within the first ten days of the month, by cheque, etc. Over half of the tickets are collected that way. They have reduced their station expense to 4.4 cents per passenger.

They have also done something else to help reduce this figure. They have all types of concessions operating. They have a lot of traffic going through, and so they have done everything they could to sell goods within the stations to help cover the expense. We are paying 23 cents. They are paying 4.4 cents and we are paying 23 cents toward the maintenance of our stations, because of the higher cost of our staff, plus the fact that we do not have any offsetting revenues to cover the cost of the operation of our stations. For example, the main Chicago station is fully supported by the concessionaire income, so we are paying between five and six times as much for the maintenance of our stations.

Our crew expenses, despite the fact that our wages are not as high as theirs, are 43 per cent higher in that we pay 26.4 cents per passenger, and theirs is 17.8 cents for crew expenses per passenger. That, of course, comes in the amount of people they carry in each train. This has to do with our original equipment not being double-decker, where theirs is. They can therefore get more people on a train in the equivalent number of cars.

Fuel supplies I mentioned before. Because of the extra number of passengers they carry, they are paying considerably less for their fuel. We are paying 6.5 cents per passenger. I did not work this out on a mile basis and I should have. Yes, I have it. We are paying

.33 cents per passenger mile. They are paying .19 cents per passenger mile but the actual fuel cost is considerably higher because of the fact that they are getting a lot more passengers on each train than we are for the engine during the hauling.

I was interested to note that the actual original equipment cost per seat is not much higher than we have had to pay despite the fact that there is some disadvantage. I notice that our original equipment cost per seat worked out to \$1,155, which is only 15 per cent more than what they pay. That is not out of line when one compares the American cost of equipment and our own, and the duty in between.

I wanted to point out that these are some of the reasons that I think the railway is giving us a bad deal on this whole operation. The reasons that I feel that somehow or other we must get in a position where we do not have to deal with just one railway. I think the problem is that we are not in a position where other carriers who want to use the same rights-of-way are in a position to provide the service. If nobody else wants to provide the service, we will have to issue tenders, call for tenders for those who do want to. In that case you are dealing with a willing supplier of the service. You are not trying to coax somebody into doing it. Somebody is tendering because they want to get that contract.

I urge the Minister and the government to go to Ottawa and say, "We want you to take over these rights-of-way. We want you to operate these rights-of-way in the same way as you operate the air flights." The Department of Transport looks after the air travel terminal at Malton. Have it look after the station here. It controls the traffic on the airlines and the airways. Control the traffic here. We have another problem here with the rails. We have the rights-of-way to look after and the maintenance of those, but they are not that impossible to look after and have been co-ordinated by the government. Then we can have different carriers who want to provide service in a position to provide that service because it is not just then restricted to the railway that now happens to own the right-of-way.

And these rights-of-way were granted originally for the movement of passengers first and freight second. I therefore think it is important that we, as a government, insist that Ottawa put us in a position where we can get service from those who want to provide this service and are prepared to do it on a competitive basis. We should not be solely

beholden to the CN or the CP, or whichever happens to have the right-of-way that we want to use, where we are restricted only to dealing with them.

It is also something the federal government could use in solving some of the other demands of the province, where the rail passenger service is going to be abandoned by the railways unless they get a subsidy. I think this is an impossible position for the federal government to leave itself in, where it is having to accept statements of losses that are based upon what the railways say is the loss. It is very difficult for them to honestly come up with the right check as to whether that is a fair figure or not a fair figure. If we can open it up on a competitive basis, it could solve this problem.

That is why I am so anxious for us to get this common carrier concept. We used it for pipe lines. Inter-Provincial Pipe Line would be a case in point. One pipe line is built. It gets a right-of-way on condition it allows other people to use that right-of-way on a tariff. The government takes over these rights-of-way, sets up a tariff for use and to provide enough money to cover the maintenance on these rights-of-way, and then allows any approved carrier to use it. It will certainly solve the major problem we have, and I am sure that if the government will do this we will not have to have this item of \$3.5 million for this year, and increasing amounts for each year coming ahead of us, because we are paying more in subsidies than we are taking in in fares to provide this service.

I cannot say strongly enough to the Minister, let us get off our butt here and let us get out and go after Ottawa and insist that they should put us in a position where we can properly determine a proper cost to Ontario taxpayer services that are needed to carry passenger traffic in this province, and to provide good commuter service for the areas around our growing cities. I think we are doing an excellent job and I again commend the government for the steps it has taken, for the way the service has been operated insofar as satisfaction to the customers is concerned. Mr. Howard and others have certainly done an excellent job in providing dependable, clean, fast service on the lines they are now operating. I only say this: let us give them the tools and the means whereby they can give us better value for our commuter service.

**Hon. Mr. Gomme:** Well, Mr. Chairman, the hon. member refers to our approach to

Ottawa. I personally approached two Ministers of Transport on this very thing. One of them was Mr. Pickersgill. Later, when he is in the capacity he is in now, I think we all recall the speech that he made to the mayors and reeves transportation study. It was not so much what he said, but unfortunately for politicians, his speech got out, and the very part that was so relevant was the paragraph that he did not say, about how he recognized that the federal government should do this. Of course, he deleted that from his speech. Then I think you will recall that Mr. Hellyer spoke about the assistance that they would give. I did not hear this, but I saw it as a new item and I immediately got in touch with him on this and said, "Now, what is this service? What can we do to get it and everything else?" Well, of course, he immediately backed out of that one and I could read it. But the only thing that they were prepared to do was to undertake and sponsor research in the field of suburban transportation. We did not need that. You often ask me about what was going on. We were doing research. This was not going to be any asset to us at all. So this is really as far as we could ever get with them. But what you speak of now is the common corridor approach. We like that idea and whether we can get them to consider that or not is another thing. But we can approach them on that basis.

**Mr. Deacon:** May I just say further on that matter, Mr. Minister, I recognize that you quietly made these approaches but I can assure you that a lot of members of Parliament are very embarrassed about the last action on the part of the federal government in this field. But also the federal government has not seen any practical means by which it can provide assistance without getting itself into difficulty of jurisdiction or other problems. This matter of taking over the rights-of-way, I think, would allow them to move into a field they now have jurisdiction over. But it then also puts you in a position to move much more freely than you now can move, and I think maybe we are not making enough dust storm in Ontario about this.

**Hon. Mr. Gomme:** But just to go further on our approach, we have tried every angle of this to get the assistance we could. For instance, on November 20, Raymond C. Labarge, the Deputy Minister of National Revenue whom we had approached for certain considerations, wrote to Mr. McNab and said:



Mr. D. H. Sheppard has forwarded to me your letter of November 5, dealing with the purchase of taxable goods for the commuter rail project. We are holding that sales of taxable goods to The Department of Highways for use by the commuter rail project, are subject to the federal sales tax and we rely upon section 46 sub-section 2 of The Excise Tax which stipulates that the sales tax exemptions afforded provincial governments is only effective where goods have been purchased by Her Majesty in the right of the province of Canada for any purpose other than resale, to be used by any board, commission, railway, public utility, university, manufacturer, company or agency owned, controlled or operated by the government of the province or under the authority of the Legislature of the Lieutenant Governor, or to be used by Her Majesty or by Her agents for service in connection with the manufacture or production of goods to be used for other commercial or mercantile purposes.

This decision was supported by an opinion from one of our solicitors in The Department of Justice and therefore confirming a ruling that has also been given by our regional office in Toronto to the effect that the sales tax is payable on taxable goods for use by this commuter rail project.

Well, we were not satisfied with that and Mr. McNab immediately wrote back to them and said:

I have your letter of November 20 dealing with the question of federal sales tax relating to materials purchased in respect to the commuter rail project operated by this department as a means to cope with the ever-increasing traffic in the lakeshore area of Metropolitan Toronto. While, of course, I will recommend to my Minister that we appeal the decision you are making, at this time I find it difficult to understand your department's apparent desire to find justification for our payments of the tax. It would seem to me that, being aware of the circumstances, the same effort would be directed towards finding an avenue where justification could be found to relieve us of this tax. The circumstances I refer to are, in brief, as follows:

This project has cost the government of this province many millions of capital on expenditures for equipment, track and signal facilities. We are faced with continuing operational deficit in excess of \$2

million per year. The whole reason for us being in this field is to provide the necessary service for the well-being of the people of this province.

Since it is distinctly possible that we would be involved in other projects of a similar nature, a more favourable decision in respect to this matter is extremely important to us.

Now I read this to just point out that we are trying to do everything we possibly can to save ourselves. And I might point out one other thing that it has taken us two years to get this ruling. Now this is something that would save us money and something which is of great importance to us as we go further in the system.

**Mr. Deacon:** Well, Mr. Chairman, the Minister is pointing out something that does involve \$1 million or \$500,000 in tax, but that is not what we are talking about here. I am talking about a principle.

**Hon. Mr. Gomme:** It is over \$2 million.

**Mr. Deacon:** Look at these lines around Toronto and look at that network and consider the fact that we should have them made available to us. I think we have to make a dust cloud about this and Ottawa is being very negligent in facing the needs of passenger service on the rail rights-of-way and finding a solution to it. We have got an answer, mind you, in this idea of their taking over the lines and being the traffic controllers on it, and I urge this government to get busy and we will give him every bit of support we can from our side of the House.

**Mr. O. F. Villeneuve (Glengarry):** Get the federal members to do that.

**Mr. Deacon:** The federal members, I assure you, will do the same thing, because in this area around Toronto they are ashamed of the treatment we have got on this area compared to the Montreal commuters.

**Hon. Mr. Gomme:** Well, do you think maybe they will give us a hand to get this? Could they give us any help to get this resolved?

**Mr. Deacon:** I think that you certainly should present that to them.

**Hon. Mr. Gomme:** This is one reason I am not trying to be political.

**Mr. Deacon:** I recognize that.



**Hon. Mr. Gomme:** But knowing you would bring this matter up I thought it would be a good idea to read these letters.

**Mr. Deacon:** I am glad to have this, Mr. Minister, and I might raise the matter in Ottawa to my federal member counterpart, but I again say let us not be satisfied with this amount of money. We are talking about \$2 million for a capital project, but we are also talking here about \$3.5 million each year, and this is going to be a continuing deficit and we have got to get to the root of the problem and solve it. We can solve it if we will take action in a co-operative way as the province of Ontario to see that we get the same sort of treatment that the province of Quebec is getting.

**Mr. F. Young (Yorkview):** Mr. Chairman, I notice on page 19 of the Study of Existing Railway Lines, October, 1963, a section which I think is pertinent here in relation to what the hon. member for York Centre has just said. This is the statement:

Prior to the establishment of these services, the railways would reserve the right to be furnished with some assurance that they would not be placed at an economic disadvantage if required to meet increased demands for service in the future.

In other words, the railways are in a position because of their monopoly situation here of demanding that whatever services they have to offer, and whatever services have to dovetail, are not going to put them at any kind of disadvantage at all. In other words their profit picture is not going to be interfered with.

I think here again we come back, perhaps in the long run, to the half-tragic story of the over-capitalization of our railways systems in the beginning, and we are still paying the cost to some extent. Although some of the water has been squeezed out, we are still paying part of that cost in the whole picture, and those expenses are still reflected because of this monopoly situation in having to pay part of this total cost of over-capitalization.

I would like to ask through you, sir, of the hon. member for York Centre, whether or not he thinks that the situation in Chicago, which he has quoted, may perhaps be conditioned by the fact that they have a much larger and denser population in the area where the railway line is running. Now I do not think this is the whole bit but at the same time, this would have some bearing

upon the situation. Inevitably I would think with our population strung out as it is from Hamilton to Oshawa, we would have to have larger per-passenger-mile costs. I would like his comment on that because I think this is relevant to some extent, although it certainly does not overcome the argument he has placed before us. Then I want to go on to another matter.

**Mr. Deacon:** Mr. Chairman, I might say that the Chicago success is possibly due to the fact that the average fare that they take in is about 50 per cent greater than ours because their average trip, passenger trip, is around 21 miles compared to our 14 miles.

They are using their commuter service to take people from farther out and by having very few in-between stops between a distance say of 14 or 15 miles out of the central station. There would be more passengers travelling farther—

Interjection by an hon. member.

**Mr. Deacon:** Well, we have sufficient traffic, say in the north corridor there, to actually make good economic trains and particularly if there is not more than one stop south of Richmond Hill. I do not know how many stops you are considering in your GO service but I would urge that our government not try to have very many stops between Richmond Hill and Toronto. Perhaps one or two at the outside because this service should be an express service for areas outside of the city to get through that hard core of heavy traffic on the periphery of the city. And this is the key to economic service—not just the concentration but the distance these passengers are carried.

**Hon. Mr. Gomme:** Mr. Chairman, I was going to have Mr. Howard, the manager of our GO-Transit, write Mr. Deacon a letter outlining things that we have found about the Chicago system but I think that now it has been brought back again I would like to ask Mr. Howard to give a short run of what he finds out about these figures, so that we can get some comparison on them.

**Mr. W. T. Howard (Department of Highways):** Mr. Chairman, Mr. Deacon, I believe that the comparison you were making of the cost per passenger as compared to the GO-Transit cost per passenger, if we are going to use this form of comparison we should also use the statement by the hon. member for Yorkview regarding the cost of train operations and the fact that Chicago Northwestern

operates through a much more densely populated area than does the GO-Transit. For this reason I think we should be fair to the railway and make some comparisons on costs of train operations, rather than costs per passenger.

We have here the expenses on these items pertaining to train operations for Chicago Northwestern for the year 1968, for GO for the first full year of operation ending August, 1968, and the second full year of operation ending August, 1969.

I will list five items pertaining to train operations. First of all, I would like to point out that the CNW in 1968, carried 25 million passengers, compared to GO's 4.7 million, in our last year of operations. CNW travelled 2,325,000 train miles and GO travelled 789,000 train miles, or one-third of the train miles of CNW. To work these figures back, one-third of the total passengers carried by CNW would be over eight million so GO-Transit has to travel twice as many miles to carry that number of passengers, approximately.

Now, to work out these costs per mile, the cost for train operation. The expenses for train—master and crews—for Chicago Northwestern, cost per train mile in 1968 was \$1.38 per train mile. For GO in the first year it was a \$1.19 and in the second year it was \$1.12.

For right-of-way maintenance, the cost per locomotive and car mile for CNW in 1968, was 13 cents. For GO in the first year it was also 13 cents and for the second year 12 cents.

Interjection by an hon. member.

**Mr. Howard:** This is right-of-way maintenance, based on a cost per locomotive and car mile.

For equipment maintenance—this is the one area where our maintenance is higher—they were 27 cents per locomotive and car mile. And GO was 32½ cents for the first year. Naturally with equipment getting older it got higher. It was 36 cents the second year. Now diesel fuel oil—

Interjection by an hon. member.

**Mr. Howard:** Yes, it was. The diesel fuel oil cost per locomotive mile for CNW in 1968 was 26 cents. For GO for the first year it was 29½, and the second year it was 17½ cents. This was because of self-propelled equipment which they do not have. We accomplished a considerable saving in the second year because of the introduction of

self-propelled equipment, which they do not have.

So on these items, to be perfectly fair when making a comparison, I believe that the comparison on the cost per passenger should also be a comparison of train operation, which is reflected in our cost.

**Mr. Deacon:** I would very much like the committee to examine those figures in some detail because I would point out that I do not think you have too much difficulty in filling your trains. As a matter of fact you have had to extend the length of your trains a great deal, because you did not bring in double-decker equipment originally. That is correct, is it not? And they are carrying up to 1,500, 1,600 per train, and the maximum is what, 650 to 700?

**Mr. Howard:** One thousand.

**Mr. Deacon:** Well, they can carry 50 per cent more per train and there is very little difference in the actual cost of operating that train. That is probably why their per passenger cost goes down a great deal because they can get an awful lot of passengers on a train.

**Mr. Howard:** This is quite correct, sir. There is another factor here. Because there is a well-established commuter territory and we are fairly new, being only two years old in this territory, commuter service passenger clientele on CNW has been well established for years and has built up a quite large off-peak clientele. Here is where you can meet your capacity during the peak hours. But you have plenty of capacity here in the off-peak. We are just now reaching the point where we are obtaining a lot more off-peak travel. I believe our per passenger deficit for the month of August dropped from 46 cents to 26 cents per passenger deficit and I believe this is quite significant. When you start looking at CNW off-peak travel compared to GO, we are still operating through relatively virgin territory and we are just now building up our off-peak travel.

**Mr. Deacon:** Yes, but I understand that your problem in GO is one of capacity of your stations. For example, Union Station has been limiting you to some extent. You really could not handle much more peak-hour traffic. I do agree with you that it is important to get the off-peak traffic but again at that time you do no have to use the tracks. You are just having to pay the crews. You do not have that wheelage build-up for oil maintenance. But



there are many different factors I can see coming into this and I would appreciate having some time to analyze these figures later on.

**Hon. Mr. Gomme:** Well, we would be glad—

**Mr. E. Sargent (Grey-Bruce):** Mr. Chairman, at the outset this programme was to have cost the taxpayers of the province about \$2 million to infinity on operating costs. But the net cost has been in the area of \$2 million a year.

**Hon. Mr. Gomme:** Are you talking about deficit? Because the yearly deficit—

**Mr. Sargent:** This year you have \$2.4 million for GO—\$1.5 million more than the original estimate.

**Hon. Mr. Gomme:** No. Might I ask the member if the \$2 million figure you used was the deficit which we expected each year? You see this takes in some other items besides deficit.

**Mr. Sargent:** And you are asking a vote of \$3.5 million?

**Hon. Mr. Gomme:** That is right.

**Mr. Sargent:** In the original submission in the contract, the bill was going to cost the taxpayers about \$2 million a year. That was the figure used to give the House that point.

**Hon. Mr. Gomme:** No, I think if the hon. member recalls that the figure you are referring to was the figure that we projected as the annual deficit. But this figure includes other things, this \$3.5 million.

**Mr. Sargent:** We are voting \$3.5 million. My point is that this is the principle that I am involved with. My hon. colleague from York Centre has made an exhaustive analysis of the nuts and bolts of the operation and that is a fact that we have to live with. My contention is that the principle is wrong. I know, Mr. Minister, this is a matter of government policy. But the thing I am concerned about is that 60 per cent of the province's taxpayers are paying for a service to downtown real estate.

Somewhere along the line I think that the Minister should get into some thinking as far as having this a self-liquidating operation. In other areas, for example rapid transit to the Bay area of San Francisco, it is a combined revenue bond, I think, and a levy against the real estate it services. It is my submis-

sion that there is no more reason why I as a taxpayer in northern Ontario, should be paying for a service, a tool, to help downtown Toronto real estate, any more than you, Mr. Minister, should pay for the elevators servicing the 56 floors vertical transportation in the Toronto-Dominion Bank. Those elevators service real estate—vertical transportation.

GO-Transit is horizontal transportation, serving downtown Toronto real estate. Therefore, in other areas this is not a charge against the taxpayers, the general fund of the province or the state or whatever it is. It is a charge against the real estate that benefits from this. This GO-Transit makes downtown Toronto real estate valuable, and in no way could they have a 56-storey building if they did not have horizontal transportation bringing the people down to it. So the people that benefit from GO are the wealthy barons and real estate holders in downtown Toronto.

So it is my submission, to be perfectly fair, that we should assess the thing either on a revenue-bond operation, and make it self-liquidating, or make a special levy on downtown Toronto, which it serves. There must be some view of the Minister on the feasibility of considering the practical end of this. It should be considered, because no way should you charge people in the outlying parts of the province for a service that helps downtown real estate.

I should like to have your ideas on that, Mr. Minister.

**Hon. Mr. Gomme:** Well, of course, in answer to the hon. member, he has to recall the purpose of the introduction of the GO-Transit line which was to limit automobile traffic into the downtown corridor. This we have been able to accomplish. We were faced with a problem of producing more highways on the outskirts. Naturally the city and Metro would have to have more highways internally, and we subsidized these the same as we do to any other municipality. We have been able to save about 500 cars a day on the Queen Elizabeth on account of having this.

Now had we had to provide services for them, the cost in all likelihood would be just as much. I think you have to realize that the people in downtown Toronto would build those buildings anyway. People would have to try and get in any way they could find a way in—but we have done it for the purpose—

**Mr. B. Haggerty (Welland South):** You have all the roads leading into Toronto—superhighways—



**Mr. Sargent:** Well, going along again, Mr. Minister, in the United States, the federal government makes generous grants to rapid transit, and I think it should be a somewhat strong approach to this. We should raise hell about it—that is what we would say up our way.

But in the meantime, you must give merit to the idea that other rapid transit systems are financed by revenue bonds and by levies against real estate. Now if they do it, why cannot we, and take the load off the taxpayer?

**Mr. Chairman:** Mr. Young.

**Hon. Mr. Gomme:** If I might just say one thing first. This vote, as you understand, was set up for passage last April or May or some such time, and we were asking for \$3,229,000. But because we are at this late date getting it by, I want the members to know that we have been able to make an additional saving by some of the things Mr. Howard pointed out we have done, of \$860,000. Although the vote is here, we are actually going to spend about \$2,369,000.

We are working every way we possibly can to make this line pay for itself.

**Mr. Sargent:** So you can give us \$190,000 back to Owen Sound, can you?

**Hon. Mr. Gomme:** It sounds like a good proposition. When I get that \$1,000 for my charity.

**Mr. Chairman:** Mr. Young.

**Mr. Young:** Mr. Chairman, I think that in this emphasis, we have to realize we are not only serving the downtown real estate by GO-Transit, we are serving the people who live in the total corridor. And I think this emphasis has to be made—we should not only think of this as an expense. Certainly if an entrepreneur wanted to build an enterprise in Owen Sound, say, he is going to have to plough capital into that venture before he can hope to realize something from it. And I like to look upon these things, like rapid transit, the GO line, whatever you may call it, as a social investment. This is going to make a more efficient society. I think that is the emphasis that all of us have got to be thinking about, that this is an investment which, we are delighted to see, is now starting to pay off in lower costs. I think eventually we will see those costs diminish as the volume builds up. But it also is an exercise in community planning.

**Mr. Sargent:** May I say a few words at this point?

**Mr. Young:** Okay.

**Mr. Sargent:** Then, if we buy that view, and I think it is pretty reasonable—\$3.5 million for this function in Toronto—we have a \$20,000 deficit on our bus line in Owen Sound. . . . Why not finance our deficit up there in the same way—it is transportation for people. Every area should be getting a *pro rata* thing, Mr. Minister, on the same basis.

**Hon. Mr. Gomme:** Well, what you say, I recognize, but I hope you would recognize this. In the development of the newest GO system we are not doing it only for downtown Toronto. I think the Prime Minister made it very plain that it was a pilot project. We realize that this will be able to operate in other areas. We are trying to develop a transportation system that will do both the motorist and the commuter, if you want to call him that, not only in downtown Toronto. I think as I pointed out—

**Mr. Sargent:** Well, put your money where your mouth is, then.

**Hon. Mr. Gomme:** —three years ago—

**An hon. member:** \$1,000, Mr. Sargent?

**Hon. Mr. Gomme:** —three years ago, that we did just the thing that the hon. member would do himself. We picked the area where it was most likely to succeed to gain the experience. That is what we are doing again, on account of the population.

**Mr. Sargent:** Well, the upshot is—give us equal dollars on the same basis.

**Mr. Young:** Mr. Chairman, I am not an apologist for this government or for the Metropolitan area, but I think we have to recognize that society is a unit. If the province of Ontario, or Canada for that matter, is to be an efficient unit, we have to face the fact that Metropolitan Toronto must also be a strong unit, because here tremendous wealth can generate. That wealth is flowing in to Metro from the province. But there is also an outflow, and my guess is that just as soon as Owen Sound is ready for a subway, Mr. Chairman, that subway dollar will be available for Owen Sound to help build the subway. And all I can say to my hon. friend is, let him get back there and build up Owen Sound to the place where it needs the subway, and those dollars, I think, will be available from what-

ever government may be in power at that time.

I think it ill behooves us to set city against country, small town against big town, Metro against the rest of the province, because we are part and parcel of a total functioning economy. When GO-Transit is built, my guess is that more dollars are going to flow into Owen Sound than if it were not built, and likely the balance is to your credit rather than to your debit, up there.

I want to make some remarks, Mr. Chairman, about the report that the Minister issued, "Evaluation of Alternatives for Expansion", in January of this year. To do that I first of all would like to compliment the government, a thing which some of us do not do very often, on the recent announcement of the tie-in of bus service and shuttle bus service at the two ends of the present GO-Transit line, and the extension north, and the bus service which will feed into that. I think this is a good programme of expansion, a sound thing which fulfills a need. I suppose once the shuttle-bus services are obsolete, then the rail lines may go further. But in order to demonstrate what I want to say, I want to put up this map. I did not want to mess up these large costly maps.

**Hon. Mr. Gomme:** Help yourself.

**Mr. Young:** I will put up this smaller one because I have listened to the member for Owen Sound so much, I have to save the taxpayers some dollars. I do not want to mess up the big one. I want to point out certain salient factors about the future, and make some comments about this assessment we have before us today.

In assessing the future expansion of the GO system, which this report does do, several factors I think become apparent. First of all, there is the water line which OWRC is building to the west of Metropolitan Toronto. This is something which has been done without provincial planning. We have had quite a bit to say about that in the House, but it is going to be there. It is underway. According to the Bureau of Municipal Research it will service about two million people west of Toronto—northwest particularly, in this area. Bramalea of course is the heart and soul of that big development that is taking place there. Then we have the Fyfe Report coming in very shortly which will mean a brand new regional government here in the Waterloo area. That is coming. It is inevitable.

There is a very large concentration of population there. The Minister announced a

study the night before last and that will be a very powerful regional government there. Niagara Falls is already underway. In addition, of course, we have the very large centres in Guelph and Brantford. These new regional governments will inevitably become magnets for industry and for population. Those areas that are fighting against the concept of regional government ought to take into account that these governments which are in first are going to have the jump on the others. They are going to become very powerful magnets population-wise and industry-wise.

This westerly development must also mean, if you look at this, that westerly development, the population growth must mean that the new airport which is now being projected must come in here, somewhere, in that area west of Metropolitan Toronto and west of the present airport. It must do that because it has to service 300,000 people here, half a million here, and down here another 300,000 Guelph 40,000, Brantford area, 75,000 people—all these areas, in addition to the Metropolitan Toronto one.

So it would hardly make any sense to put the airport out here to the east some place if we are going to service the maximum number of people. Therefore, inevitably, the pull of these powerful magnets and the need for servicing these people airwise must bring the airport here somewhere within reach of Highway 401 and some place between the present airport and these great centres of power and population.

**Mr. Haggerty:** How about the Golden Horseshoe?

**Mr. Young:** Well, the Golden Horseshoe? These are part and parcel of the Golden Horseshoe. Here you have the hon. member sitting right down here on the end of it. He has got the jump on the rest, because already his regional government is established and going. I would expect to see that that will be the kind of magnet that I have just spoken about.

I think all this indicates the direction of the next expansion of GO-Transit as outlined in this report. Even at the time when the Metropolitan Toronto Region Transportation Study of Existing Railway Lines—and that is some years ago now—was released, long before these new developments which will bring burgeoning populations to the west of Metropolitan Toronto, the report said this:

The right of way corridor which extends from Queen Street to Weston for the CNR, Brampton and the CPR, MacTier and Galt



subdivisions could be used to provide a rapid transit facility through this area at much less cost than any other route.

That is the route from the station up to the west end of Toronto, up here to Weston. That, we were told, could handle a facility for much less cost than any of the other routes that far. Beyond that, of course, the cost is different. The Department of Highways survey of January, 1969, this is the one I am particularly speaking about, pointed out that a rapid transit line into Georgetown, while capital cost may be more at the beginning, would carry more passengers than any other line which was studied, and would also run at a lower operating deficit than any of the other routes which were projected.

Figuring this out on a cost-per-mile basis, it figures out that the Georgetown route, if it ran right through to Georgetown via the Weston one which I have mentioned, about 29 miles, the cost would be \$1.3 million per mile according to the Minister's figures. Richmond Hill line, going up to Richmond Hill and terminating there, would cost \$1.25 million per mile. Those two are not so different, and the others are very much in line with this. It seems logical, therefore, that the next extension of GO-Transit should follow the proposed route to Weston, and from there to the present Malton Airport, then on to Bramalea and to Brampton. Whether it should go on to Georgetown or not would be determined by the location of the new airport, because ultimately the new airport should be connected by rapid transit with downtown Toronto.

It should also have connections to the Waterloo county complex in some way, with much better transit than we have at the present time, and with Hamilton and Niagara. Of course this might, if the airport were in this area, be accomplished by a spur line down to this line and the GO-Transit line now in existence, and on down this way. Or it might be, if this airport situation is north of Highway 401, it might be a direct line to Hamilton to supplement this one so that you have the new line running in this direction, supplementing the other route. The location of that airport would determine just what that would be beyond the Brampton area.

Certainly the airport would be much farther out than Malton, and modern transportation facilities must connect it with the larger centres of population. I do not think we can afford to have a major airport of that kind without good transportation connections to these major centres. In view, therefore, of

present population, as well as the impending explosive growth to the west of Metro, and the coming of new regional municipal governments, I would propose that the next GO-Transit line be extended from the present terminal to Weston, connecting en route with the Bloor subway and the Lawrence Avenue and Weston Road TTC lines, as well as Eglinton, and then perhaps west of Weston, connecting with whatever north-south lines may be necessary at Islington or Kipling, or one of these. Then on to Malton, serving the present airport there.

Also in this area, it would provide rapid transit to downtown for this very heavily populated area, which also contains a great deal of industrial development. Many workers are coming now from downtown to work up there. This would provide that link which we do not have today. The travel time from this corner, going over to Yonge Street and down, or down to connect with the other subway, is very extended. This would cut that travel time and serve that population in north-west Metro. At Malton, of course, the new line would provide a direct link with the airport and go on through Bramalea to Brampton. Then it may be that the line might swing south-west at that point. It might go almost directly west. But that would have to be determined.

If the line swung south-west down this way to the airport, then Georgetown could well be served by shuttle-bus services, as the ends of these other three lines would be. Adequate rights of way for this extension of the GO-Transit system should be secured as soon as possible where they are needed. This will be a bit difficult until the federal government makes up its mind about the new airport. But, in all fairness, let me say the provincial Department of Highways—and I hope this is the case—should be brought into early consultation on this location so they will not be caught in a speculative bind when they need to secure transportation corridors. Even if The Department of Highways survey of January, 1969, is accurate in respect to the number of trips and operating deficits—and I am inclined with others to be a bit sceptical there—I think the number of trips would be many more than this, and the operating deficit might be much less because to take the railways figures is not too good for us to do. This picture would soon change once the line is in operation, particularly if good planning is done along the lines where the stations are located.



At the present time, the municipalities where the stations occur along the present GO line, and municipalities where future GO-Transit lines will go, should see to it that there is a heavy high-rise development close in to the stations, so that you have large populations there, who think in terms, from the very beginning, that GO-Transit is their method of transportation rather than the motor car. If we leave transit until after development and then bring these lines in we err, and that has been our problem in the past with all our transport. We have waited until the development occurs—single family sprawl has resulted—and then we brought in the transit lines and wondered why they did not pay.

Certainly the European pattern, in the cities there, and you see it in the new cities particularly they have surrounded transit stations with high rise apartments, and the single-family homes are out in the suburban areas, farther away from the rapid transit lines. I think this kind of planning ought to be done, and if that is done, then I am very certain that the so-called deficit will soon change into credit before too many years have passed after the opening of these lines.

The action of the OWRC, in connection with the pipe line to the west of Toronto, makes certain that this area will be densely populated before many years have gone by—and the coming of the new regional governments to the west will certainly make a vast difference in the whole population figure. Facing that future possibility, I think this government should be moving right now to meet the certain transportation needs to the north-west of Metro for the next couple of decades.

Now that, Mr. Chairman, is the presentation I wanted to make, to demonstrate the need to this committee and to this government. Certainly they have been studying this and thinking a great deal about it. I think that this emphasis of the new regional governments, the new cities and the new growth centres that are coming here, the magnets for population, and industrial growth must be taken into full account.

The other thing, of course, in that wherever this new airport is located, and this now is history across the world, it too becomes a very great magnet for economic development. That is where new factories will want to be, that is where all kinds of enterprises will be clustered, close in to the new airport. With these new power centres, Mr. Chairman, I submit that this line, going north-west and

out into the Bramalea-Brampton area should be given very very serious consideration as the next development. We ought to be laying plans and getting on with it in the very near future.

**Mr. Martel:** That is the new role I gave the Minister just last Thursday.

**Mr. Chairman:** Mr. Hodgson.

**Mr. W. Hodgson (York North):** Mr. Chairman, I wish to congratulate and thank the Minister and his staff for the announcement the Prime Minister made in the House on Monday about the extension of GO-Transit to the north. It is a system, I feel, that will prove of the greatest service to a wider area than if we had stuck to purely railway transportation.

I would also like to congratulate the hon. member for Yorkview on his contribution to the estimates this afternoon, on his plan that he has laid before us. I am sure this is what the Prime Minister had in his mind when he said this would be a trial period of two to three years, and there would be expansion of the service in the future. I am sure he has this very thing in mind at the present time.

I should like also to add my word of recommendation and congratulations to the hon. member for York Centre for what he has done this afternoon and his contribution. I am sure we are all interested in the expense of operation, and—

Interjections by hon. members.

**Mr. W. Hodgson:** I am sure Mr. Howard listened with much interest to what the member for York Centre had to say. I am sure that the member's figures are right, and so are Mr. Howard's figures right, and there is a great deal of comparison when you compare per-passenger along with per-mile travel. There is no doubt that using for an argument the per-passenger figure is a great advantage to anybody in opposition.

**Mr. Deacon:** Each of us uses our own basis of measurement to the advantage of our argument.

**Mr. W. Hodgson:** And I would like also to comment on the hon. member for Grey-Bruce's remarks.

**Hon. Mr. Gomme:** See, I told you!

**Mr. W. Hodgson:** I am really surprised and amazed that a responsible member in the

official Opposition would get up and make the statement this afternoon that there should not be a rapid transit system in the Toronto area.

**Mr. Sargent:** I did not say that.

**Hon. Mr. Gomme:** Oh, come on.

Interjections by hon. members.

**Mr. W. Hodgson:** We have got to be fair about this. Now this is the centre of population of the province of Ontario. Per capita, I would like to see this worked out. If we said to The Department of Highways, "I am not spending any more money in this area", then looked at it per capita.—Only last evening I asked the Minister that question, "How much subsidy do you give on municipal roads?" He said in some of the municipalities 80 per cent. How much do we get in development roads? We get nil in this area. You get development roads.

I think that we should be fair about these things when you are arguing and criticizing the government for putting GO-Transit in this area.

Interjections by hon. members.

**Mr. W. Hodgson:** Mr. Chairman, the question I would like to ask, and I think maybe Mr. Howard can furnish me with the answer—even though the Prime Minister made the great announcement on Monday. I am still getting flack from certain people about why could not this be a commuter system on rail to Newmarket? Now, they have miles and miles of empty rails between north Toronto and Newmarket area and on up. What is the thinking behind this? Is it possible—I know it is possible if you get enough money—but on the present rails, is there room within this congested area for commuter service by rail up there? Would you tell me maybe what an average day or a peak day count would be on the number of trains passing a certain point?

**Mr. Howard:** Well, I think the problem is the people living in the northern area think that the tracks get utilized to what they would fee is not very great advantage. If they see several train movements a day, say in the area up around Aurora, they do not realize where the real problem exists—and this is that, as you get closer to the downtown area of Toronto—I should point out here, if you are not familiar with the track configuration, that, at a point west of Toronto, before you get into the Union Station area,

the tracks from the Oakville subdivision of the Canadian National, the Weston subdivision of the Canadian National, the Newmarket subdivision of the Canadian National, and the Milton subdivision of the Canadian Pacific Railway, all merge.

Every bit of movement from these tracks must be fed into the Union Station area. This would require a mammoth expenditure to rectify the situation. They are all in this huge congestion—it is like John F. Kennedy airport trying to get trains into that area at the present time, without adding more trains.

So although there are very few train movements in these areas as you get out further away from the centre of the city, this becomes a really congested area as you get further into the centre of town and the downtown area.

**Mr. W. Hodgson:** Thank you.

**Mr. Sargent:** Mr. Minister, have you considered the monorail system? Is it a useful tool compared to rapid transit on rails?

**Hon. Mr. Gomme:** We have considered all these. As a matter of fact, we sent people to Europe this summer to examine other means of transportation, which may come in the future.

**Mr. Sargent:** How did they compare?

**Hon. Mr. Gomme:** I cannot give you a comparison of cost, because there are other means of transportation that are on the horizon that really will make some that we are using now look sick.

Interjection by an hon. member.

**Hon. Mr. Gomme:** Yes, we have that.

**Mr. Chairman:** The member for Welland South.

**Mr. Haggerty:** Mr. Deacon has informed me that the deficit last year for the GO-Transit system in the province was \$2,600,000. Is this being subsidized at all by the federal government?

**Hon. Mr. Gomme:** No.

**Mr. Haggerty:** Well, this raises an interesting point, Mr. Chairman. The reason that I raised this question with you is that I noticed in the reports that the CPR are now wanting to get out of the system of transportation—the transportation system of moving the public across Canada. The CNR is depleting its passenger services throughout the province of Ontario and yet when you read the reports,



the federal government, in many cases, subsidizes a line that is not making a profit but still providing transportation for the citizens of this province, and throughout Canada.

**Mr. Martel:** Well the federal government has never looked into the various reports—

**Mr. Haggerty:** So, what we find now in the province of Ontario is that the CNR and CPR are getting away from the transportation of the general public and we find now that the province of Ontario is entering into a programme of mass transportation by rail from one municipality to another. I think the Minister should, by all means, with all speed and urgency, head for Ottawa as soon as possible and say, "If you can subsidize the CPR surely you can subsidize the Ontario government." They are providing this service of moving people by rail. I would like to know what the Minister's comments are.

**Hon. Mr. Gomme:** Well I thought I pointed out, Mr. Chairman, that I had been there and all I got was the offer of research.

I do not think the government ever subsidized the ONR, which was a provincially operated railroad. They did it for the other companies but they just did not accept that for provincially owned systems. We tried—

**Mr. Haggerty:** Responsibility is federal. I do not criticize this government, of course, but perhaps I should be criticizing. I will criticize the federal government—The Department of Transport—for subsidizing the CPR, which is a private company in Canada, to a tune of somewhere around \$80 million on certain railway passenger lines in the province of Ontario and throughout Canada. I think if they can provide this subsidy, surely they should be able to come forth with some subsidy for our transportation system in the province here to help the problem of moving masses of people from one area to the other. I suggest that perhaps, again, the Minister should try every effort and go to Ottawa and see what he can come up with.

But the point that I do want to get on with, Mr. Minister, is the problem of rapid transportation. Mr. Young has mentioned it previously and discussed it to some extent. I remember well, back in the '40s, at one time they used to have the old electric rail communication systems from Port Colborne to St. Catharines, Niagara Falls and Port Dalhousie, and that system has gone by the wayside. I find that the roads in the Niagara peninsula will not be completed in perhaps 20 years.

Has the Minister given any consideration—perhaps this is one way to move people in this area from Port Colborne to St. Catharines. . . . There is the Niagara College at Welland, the University of St. Catharines, and there is the large industrial complex of McKinnons and Hayes Dana in this area. I thought, perhaps, if the Minister could implement a study to see if it warrants the need for this type of communication system. I would suggest this to him.

Also, we come to the area of Haldimand county, and the new steel complex that is going to be built near Nanticoke in that area. One can only see the problem of transportation, bottlenecks in that area between Hamilton and that area from Hamilton to Port Dover. We can see the large company complexes in Hamilton and along Lake Erie are going to require a rail service, highways and commuter services. Has the Minister given any thought to a study in this area for this type of a GO-Train system?

**Hon. Mr. Gomme:** Mr. Chairman, I would point out in the Prime Minister's statement—one paragraph—he said:

To assist local authorities to evaluate immediate and long-term transportation requirements, within the planning objective of regions, the government of Ontario, through The Department of Highways, will provide financial assistance to cover a generous portion of the cost of studies. The present 75 per cent study that has been available for the studies of roads, streets and highways, at the local level, will be extended to cover all aspects of transportation.

And when we are doing our own studies for an area we are now taking this into account.

**Mr. Haggerty:** There is a need for a feasibility study, I suggest. From Nanticoke to the Hamilton area they will be building new rails and this is perhaps a time that an extra road bed should be laid down for transportation for commuters in that area as they are certainly going to be moving from Hamilton to this new plant on Lake Erie.

**Mr. I. Deans (Wentworth):** I would like to talk to the Minister for a moment about the proposed changes that are going to be made in providing GO-Transit service from Hamilton to Toronto. The Prime Minister's statement, as I recall or understand what he said was that they were going to provide a shuttle bus service from Hamilton to Oakville



and that the GO would then be from Oakville to Toronto. Is this correct?

**Hon. Mr. Gomme:** This is basically correct.

**Mr. Deans:** This is correct?

**Hon. Mr. Gomme:** Yes. But there are going to be new stations too. At the King-Main interchange there will be a new station.

**Mr. Deans:** At the King-Main interchange.

**Hon. Mr. Gomme:** Yes. 403.

**Mr. Deans:** The 403 is not the King-Main interchange. I see what you mean the 403 interchange that goes to King and Main Streets? That is what I want to talk about.

One of the problems that we have at the moment in Hamilton is that a great number of people who have to travel to Oakville live in the east end of the city rather than the west end, as I understand it. Your survey will probably confirm or deny this. As I understand it, though, the majority of people working in Oakville and coming to Toronto would live in the eastern part of the city. I have a feeling that by establishing the terminal point at approximately Longwood Road, that is where it is, it will take the people as long to get from the east end to there as it would to go across the Skyway Bridge and over into Oakville.

I think if this is going to be successful in Hamilton, and I welcome the proposal, I think it is probably something that we have got to give some thought to—try it out. I do not think we should condemn it before we have tried it. But I think that if it is going to be successful you are going to have to give consideration to having two terminal points for the bus service. One being at the east end in the vicinity of Kenilworth or Parkdale. I would say the Kenilworth, Parkdale area around Barton Street, between the north east end of the city and another at the west end of the city in the area that you are talking about. I sense, somehow, that the purpose of the whole thing is, first of all speedy transportation; secondly, low cost transportation. If you have to drive through the centre of the city or try to travel on the present Hamilton street railway, or a boosted Hamilton street railway, which is terribly inadequate, even at the best of times, we are going to find that people just will not go that distance to the core of the city to get to the buses.

**Hon. Mr. Gomme:** Well in our further approach now, we are going to other trans-

portation companies who are in the area and we are trying to work out an arrangement whereby we can use stepped-up services which transportation authorities have in certain areas for just the purpose we want, not for their inter-city travel. Now I cannot give you the answer on the Hamilton situation because, as yet, until we have this—

**Mr. Deans:** Oh, I agree.

**Hon. Mr. Gomme:** We have been working on this for months and I mean, naturally, you have to get some basic foundation for what you are going to do. We are going to spread out into those areas and I am sure we will be able to work something out to make this work for Hamilton.

**Mr. Deans:** Yes, I am sure we will, too. This is why I make this suggestion to you. I feel that if you are even going to provide a shuttle service within the city from the east to the west end, strictly for the purpose of meeting the service to Oakville, the time involved in getting from the east to the west end to meet the service would not be much less than the time involved in going across the Beach strip and out to Oakville. This is why I am pointing out we have an—

**Hon. Mr. Gomme:** This might be a way—

**Mr. Deans:** —unusual situation in Hamilton. There are two accesses almost equidistant from the centre. I suggest to you that this should be given some consideration.

**Hon. Mr. Gomme:** We will.

**Mr. Chairman:** Gentlemen, the House is adjourned, therefore we must adjourn also, I would think. That is the message I have received.

**Mr. Martel:** Should we adjourn? Who is the message from?

Interjections by hon. members.

**Mr. Sargent:** Answer me quickly then. On the ferry from Tobermory across to the island there, we are in trouble with the subsidies. Have you been approached with regard to support on that?

**Hon. Mr. Gomme:** Pardon me?

**Mr. Sargent:** The ferry from Tobermory across to the island there—have you been approached to support, along with the federal government—a subsidy there?

**Hon. Mr. Gomme:** We are meeting them next month on this. I might say that we have subsidized it partially in the past season.

**Mr. Sargent:** Would you say that again?

**Hon. Mr. Gomme:** We did subsidize it in the past season. But we are meeting again.

**Mr. Sargent:** Thank you.

**Mr. Martel:** Mr. Chairman, I do not know how many speakers we have left. I do not know that there are that many who want to get in on this vote. I do not know where the instructions came from that we have to adjourn.

**Mr. Chairman:** I was assuming that, maybe incorrectly. Looking at this paper here, it says, "It must be particularly so with respect to committees sitting to consider estimates, and such a committee in fact is only a section of the Committee of Supply sitting in another room."

**Mr. Martel:** I do not know. I think we might just ask for your indulgence and try to finish up. It looks as though we could finish up this estimate tonight. I am sure everyone here would—if there is some indication we are going to get through those—

**An hon. member:** We are the Legislature now. They quit up there.

**Mr. Meen (York East):** Mr. Chairman, there is another aspect to this too. We are a standing committee, which ordinarily does not sit when the Legislature is in session. As I interpret the rules here, we were an extension of the House for the purpose of rules of conduct and the like, but from the standpoint of authority to sit we were granted express authority to sit while the Legislature was sitting. I do not think it precludes us from sitting when they have risen. I would support Mr. Martel's view on this. It does indeed look as though we might be able to finish. I would like to sit here for at least the next few minutes and see how we make out.

**Mr. Chairman:** Shall we carry on then? Right. Mr. Pilkey.

**Mr. C. G. Pilkey (Oshawa):** Mr. Chairman, to start with, I appreciate in my area the announcement which was made by the Prime Minister extending the GO system and particularly the buses to the Oshawa area. I am a little amazed. It seems to me it was some six months ago that the government did not have the resources to extend the

GO system, and all of a sudden they come up with the money. Only the government knows that answer. We on this side of the House can only assume why they came up with the money at this point in time.

**Hon. Mr. Gomme:** We still have not got the money for that system that was talked about.

**Mr. Pilkey:** Nevertheless, it appeared to me that the government did not have any money to extend any part of GO system. Six months ago they were crying poverty. This was all part of the austerity programme, and yet today we find that all of a sudden they come up with the resources. As I said, only the government will know why they have done it. I just hope it was not for political reasons. Surely nobody would assume that.

**Hon. Mr. Gomme:** How could you ever say that?

**Mr. Pilkey:** All right, it never happened. But nevertheless, the government came up with the resources. There are a few questions I would like to ask. First of all I saw on June 7, when the Minister of Municipal Affairs (Mr. McKeough) made the announcement that he was starting a three-year project to find out what the impact of GO was. It appears to me that this is a very important study because wherever GO has proceeded there has been an increase in the density of those specific areas.

This really points up one thing. It has pointed up that there is a real need for these systems to be extended. I support my colleague, the hon. member for Yorkview and anyone else that made these points of extending the GO system. I think there needs to be some diversity in terms of population and we should be able to move it out of the highly dense areas that we have now in terms of population. In that regard, I wanted to place a question to Mr. McNab through the Chairman, or to the Minister. I really do not care who replies.

I would like to know the result of their visit to France, if it came off. It was in the press that Mr. McNab and Mr. Howard were likely to visit Paris to look at the new aero train that was a possible alternative to the present GO system.

The alternative was that, as related in this article of May 13, Mr. McNab was alleged to have said that the GO system under our present operation—and I think he was talking about the right-of-way was a total loss to



the province, whereas—well it is quoted here anyway—if we acquired property and had our own rights-of-way for this kind of a train, that at least we would be providing a public asset as opposed to a total loss under the present system. I am wondering, Mr. Chairman, if Mr. McNab or Mr. Howard could, or the Minister, could make some comments on their trip, if it did take place, as it relates to the new aero train.

**Hon. Mr. Gomme:** Well, I think, Mr. Chairman, that I will ask Mr. McNab to answer that.

**Mr. McNab:** Thank you, sir. Insofar as any statement that I said it was a total loss, I do not ever recall saying that. I have said this, and I am quite sure you will agree, that GO-Transit, the present GO-Transit, has proven 100 per cent acceptable insofar as public acceptance is concerned. But we are greatly concerned, and my trip to Europe, which did take place, did nothing but reinforce the idea that as much as possible we have to avoid mixing modes—mixing freight with passengers.

We see the future insofar as the aero train, and there are different concepts of this aero train, different types if you will, all basically the same. We see a great future for that, because they utilized very little right-of-way. They can be, we feel, in the future designed into our corridors of transportation, our expressways. We feel, and this is an acknowledged fact, that as far as practical use of these things, we are five to seven years away from the time when they will be in a position of development that they can be used. The proposals that we brought out, that the Prime Minister announced, are flexible. They do not rule out, in the future, the utilization of these new modes, in that we are using existing highways. But all our plans, all our expressway planning, as of some time ago, includes the possibility and the provision for other modes of transportation other than motor vehicles.

Have I answered your question, sir?

**Mr. Pilkey:** I think so. The other thing that I wanted to ask is that in this article the Prime Minister said this is why your announcement about this aero-train—is that what they call it, aero-train—was the reason why the government was not proceeding with rapid transit and they were curtailing it to wait for this kind of a development. The point I want to make is surely if we are seven or eight years away from it—the aero-train—surely the government should re-appraise their position in terms of the time element because it seems to me that there is a need now. As a

matter of fact, in some areas I think the need is rather critical. If we do not do something in the area of rapid transit in these areas, then we are going to have to expand in terms of highways, etc.

It is probably a poor thing for an auto worker to talk about—I should be calling for extensions of lots of highways—but I think what we need to do is provide the rapid transit. I think it would be complementary to the auto industry, in my opinion, and will not curtail jobs in that area. There is some fear of that. But, nevertheless, I think we need to provide a rapid transit to at least eliminate a lot of pollution and I think it could be a factor as well. I think it can be a factor in terms of saving the province money.

And so I question the Prime Minister's statement in terms of your announcement on the aero-train and the length of time—the seven or eight years. I wonder if you would make a comment on that?

**Mr. McNab:** Your position, sir, is completely consistent with the intention of the announcement I am quite sure, and certainly our policy.

The Prime Minister said, and I recall it quite well, that what we are doing now is a stop gap measure, if you will, to look after the immediate situation, followed up by the utilization of these other modes. Incidentally, these other modes are completely consistent. There will still be room for bus transportation, rapid transportation, a form of aero-train as all part of the network.

What you say, sir, is completely consistent with our thinking.

**Mr. Pilkey:** Could the Minister tell me the type of bus service that is going to be used to transport people to the GO train? And again, I want to relate to Mr. McNab's press release, when he used the term, as quoted in the press anyway, "Turbo GO or Super Bus", in order to relate to superman or what, I do not know. These were the two terms that were related in the press.

I am wondering if the Minister could tell me what is really meant by those terms. What kind of buses are they? They should be fast, inexpensive, in terms of transportation. I am not talking about the make-up of the bus; I think they should be comfortable and I think they should go direct. If I may be a little parochial for the moment. Any system that started in Oshawa and stopped at Whitby, stopped at Ajax and stopped at Pickering, would, I think, be totally inadequate. Regardless of the type of bus that you have.



It seems to me what we need should be fast and meet the people's needs in terms of comfort in that kind of a ride. I was wondering have you visualized just what the bus will consist of and will it be this kind of fast transit system to the GO station?

**Hon. Mr. Gomme:** Well, this is what our concept is. Now, we cannot give you the design of the bus but as the Prime Minister pointed out on being questioned, we expect to have this in operation in the middle of 1970. And talking about the stations between Oshawa and Pickering, it will be a trial basis. Certainly if we have full bus loads from Oshawa they will go straight through to the GO train but at the start it may have to pick up at one or two other places. We would not stop them there unless necessary. Our idea is to provide full service for the people to get from Oshawa into where they want to go in Toronto.

**Mr. Pilkey:** It would appear to me that you were starting at Oshawa to go to Pickering and you are going to stop at these other stations. Very frankly, I do not think it is going to be very successful. People will resort back to the automobile and use the highways and jam up parking lots. Because what I think the government should recognize is that there needs to be a fast direct transportation to the GO stations. If you do anything other than that then I do not think you are going to do what you set out to do.

There is just a couple of other questions that I wanted to ask. I notice in the estimates that you have a deficit of something like \$2.8 million as opposed to last year's deficit of about \$2.6 million. Is the \$2.8 million related to the new bus system that you have advocated? Surely that, in my opinion, should be a subsidized system as well.

**Hon. Mr. Gomme:** Might I point out to the hon. member that we gave the figures about the deficit before he came in but to bring him up to date, although we are asking in this vote for \$3,229,000, we have been able to reduce that by \$860,000 by better operation, more passengers and all these things. The amount we will actually spend—there are other things besides deficits here—out of this vote we expect it will be \$2,369,000. Our financial position is a lot better than it was last year.

**Mr. Pilkey:** Could I ask one other question of the Minister then? The fare increase—and your report said it is the first in two years—could you project the total period that the

fare increase will sustain the present operation? In other words, will we get a fare increase six months from now, a year from now, two years from now, as you did presently? Is there projection the government makes in terms of the fare increase we have just recently received?

**Hon. Mr. Gomme:** No.

**Mr. Pilkey:** There is not. Well, would it be fair to say that there would not be an increase for a year? Would that be a fair statement?

**Hon. Mr. Gomme:** Well, I would not say it would be a fair statement. There will not be any increase until it is necessary that we have it. Now I do not think that anyone could give you the answer that we would hold this for a period of so many years. We are not trying to police anybody. We are just trying to make it run in a reasonable way. And actually, our fare schedule has been attached to the automobile operating costs per mile to try to keep it so that people will have the benefit of it without using their cars. And it is more favourable. And then, of course, there is competition from Oshawa by bus services, the same as there is from Hamilton. And competition controls price. There is a limit to what we can go to.

**Mr. Pilkey:** Well, this will really be my last question. And again, if I become a little parochial, but first of all as I understand the announcement on this bus service that you have announced, that it will be a single-fare rate.

**Hon. Mr. Gomme:** Right.

**Mr. Pilkey:** Could the Minister tell us, then, will there be a difference in the present rate structure as we put the buses into operation? In other words—and I do not know what the exact figures are at this point in time—what you are really saying, though, is that the people that get the GO train at Pickering, will now, if they are paying the dollar, come from Oshawa in a bus and pick up the GO train in Pickering on a single fare, but that fare will be increased from the present \$1.

**Hon. Mr. Gomme:** Not from Pickering in.

**Mr. Pilkey:** No, but from Oshawa to Pickering.

**Hon. Mr. Gomme:** Well I would say yes, it would be related to the distance. There would be a little charge for that.

**Mr. Pilkey:** But it would be a single-fare structure?

**Hon. Mr. Gomme:** Right.

**Mr. Chairman:** Mr. Root.

**Mr. J. Root (Wellington-Dufferin):** Mr. Chairman, I was interested in what the member for Yorkview said about the possibility of sending a GO train out to Brampton, Bramalea and possibly Georgetown. I do not know how far you carry these studies, but I was wondering whether you have looked at the Guelph-Kitchener-Waterloo-Galt area, which is approaching a quarter of a million people in the area? There was a time when I could take a train from Acton into Toronto, but then as the train service deteriorated, I drove a car in, and I find there are terrific traffic jams developing out there at the interchange of Highway 27 and 401. There are no members here from that area to ask a question. I am asking whether your studies take in areas out that far from Metro.

**Hon. Mr. Gomme:** Oh yes, we have looked into that area, but we do not call that, at the moment, a commuter distance. There are people that would use it on an off-and-on basis. But really we are trying to get the commuter problem straightened out, to get the cars off the areas close to Toronto.

**Mr. Root:** Well, I could support that. You might have more money for roads in Wellington-Dufferin.

**Hon. Mr. Gomme:** Right.

**Mr. Chairman:** Mr. Deacon.

**Mr. Deacon:** Mr. Chairman, just a couple of brief comments. I was interested in the member for Oshawa's questions to the Deputy Minister about these turbo-roads, super-buses and aero trains. As I understand, the major problem in dealing with new kinds of transit, including the well-known monorail, is the one of getting proper switching arrangements on any of these peculiar or different types of rail movements. Even with an aero train, it is going to be a matter of building special means of carrying these vehicles, and therefore it is going to be a long time even after the commercial vehicle is developed before we can get any sort of reasonable system. For that reason, we have probably got to think in terms of 10 or 15 years of using the existing rails rather than having any extended system of a new concept. This spring we were describing some of these statements as the government drawing high-speed red

herrings across the path of extending GO train service. But now you have done this, we are very pleased and we withdraw that accusation.

One point I want to bring out. In your evaluation of the rail service that came out in May, you used a lot of estimates and capital costs from the railway on what sort of extensions and additions would be needed to provide the service. One of them, for example, was the junction crossover and the fact that there are trains every seven minutes during rush hours. We have done some interesting traffic counts on that junction, and although there are times at rush hours when there is a train every seven minutes, there are only actually on some days—we counted—less than 40 trains in a 20-hour period going over that junction. It is a matter of spacing of traffic, not actual volume, that is necessary.

And I am doing this to illustrate the fact that what the railways say they may need for these capital improvements are not necessarily always the case. We have done traffic counts on the Stouffville, the Richmond Hill, the Barrie lines, as well as this other point, and it has always been found that the traffic count is as much as 30 and 40 per cent below those which the railway puts in their official releases about traffic count. Where they get their figures we are not sure, but from people who were on 24-hour-a-day watch on these rail lines for us, they found that there was much less traffic than the railroad claim indicated.

**Hon. Mr. Gomme:** Mr. McNab will just say a word or two on the switching problem that you referred to.

**Mr. A. T. C. McNab (Deputy Minister of Highways):** On the aero train, they actually have, as you probably know, an 18-mile stretch constructed outside of Paris, and the switching is no longer a serious problem because they are operating on double tracks. It is pre-stressed concrete elevated that is reasonably cheap to construct considering our present-day techniques. We have quite a bit of material on this, with costs and everything, that—

**Mr. Deacon:** Regarding that material, I would point out that there has been a stretch of monorail in Seattle, and another, I think, down in Texas for a long time, but they still have not overcome that problem of the monorail.

**Mr. Chairman:** Mr. Meen.



**Mr. Meen:** Well, Mr. Chairman, I am certainly not here as an apologist for the railway, but one of the problems that I would see in trying to compare their charges, as the hon. member for York North has cited to us, against the costs in Chicago, might to my mind be related to the fact that the service they have to provide to us has mainly the problem of peak capacity for transport. With my own experiences in electrical generation and distribution, I am aware that 75 per cent of the total cost of provision of energy relates to looking after the capital cost when you handle the peak period. And if that is the case with only 25 per cent related to the basic service of provision of energy, it might be that there is some sort of comparable relationship between that and the provision of service at peak periods as the railways are expected to do for us and the GO system. But I am no expert on it, and really I would like to hear a good deal more investigation of it done in this line, as the Minister has indicated will be the case.

You know, the GO system was, as people called it, an instant success, but in two years it has been proved to be a constant success, too, as witness the demand for extension of that service, and the Minister and his department are to be congratulated for bringing this forward. I think we will all see a great deal more activity on the GO system now, with the extension of these lines as feeder lines and as new lines, particularly the one to the north. And I am looking forward to the day when we have the double-decker units installed. I would see that we would get a great increase in the use to which these lines would be put.

I was interested in the comments expressed by the hon. member for Yorkview when he was talking about conditioning people to using this system. I remember about 15 years ago I was in Chicago, and I had to go out to Des Plaines, which would be about, I suppose, 20 miles outside of Chicago, but it is really in the environs of the metropolitan Chicago area. There was some sort of commuter system available, as I recall. I took a taxi, and bumped along over some pretty terrible roads. Now what has happened in Chicago, I understand, is that because of the rather poor commuter lines available to motor vehicles, people did fall into the habit, and get accustomed to, using the commuter system. *Ergo* the much higher percentage of people who are prepared, in the Chicago area, to use the commuter system there.

And I think the same thing applies here, that if we can teach people, or get them accustomed to thinking in terms of leaving their car in the garage and taking the commuter system into town, rather than getting spoiled by jumping in the car and driving down into the city along with the millions of others who were in the same traffic, that the GO system will pick up interest. And you cannot expect it to do this overnight. I think the system has been remarkably successful considering the short period of time it has operated.

I was delighted to hear of this \$800,000 reduction in the operating costs, which the Minister has indicated to us this afternoon, and I note that it now brings their total requirement to something less than one per cent—and I emphasize that—something less than one per cent of the \$333 million estimate for road construction. Here we are having to spend less than one per cent for all of this. I think we could look forward in the next few years—

**Mr. Sargent:** Consider the capital cost of that, though.

**Mr. Meen:** This is the total budget for GO-Transit naturally, that is this year, just the same way as the \$333 million is for this year too. So the point that I am making is that we are dealing with one per cent of the total budget for highways construction in this province, and I think that the department could very well consider extending that, and I would not be surprised if we did because of these extensions. I suppose it is perfectly obvious we will see an increase in the budget in 1970 to look after the extensions of these lines, but it would be well worthwhile in my opinion when we can see it at such a small percentage of our present expenditures in highways.

**Mr. Sargent:** The disturbing factor in this whole complex of corridors and new lines as outlined today is in the hopper. I do not know how much money within the next ten years you are talking about. But I would suggest to you very sincerely that if you go the route you are going now you are doing a great injustice to the people of Ontario if you do not levy the cost of this against the real estate that is going to benefit from it. That is very true it is only one per cent of the current budget but the capital involvement may be \$100 million of money that does not belong to you. It belongs to the people of Ontario. So I suggest that somewhere along



the route you are going to have to find some way that it is going to be a levy against this real estate down here. The route you are going is great to service the area, but no way can I see you should charge the balance of Ontario the capital costs.

**Mr. Chairman:** Mr. Deacon.

**Mr. Deacon:** Just one point I have to ask on. You brought up the point of electrification. I wanted to ask you if any consideration was given to the electrification of rail lines on which commuter trains are operating. The point being that in Europe and, for example, in Britain the southern railway commuter service prior to electrification was not profitable. Electrification permits the trains to accelerate and decelerate much better and apparently with high intensity passenger traffic it seems to be the most suit-

able mode of power. Any consideration on that?

**Hon. Mr. Gomme:** Well, I may say that the railways are looking into it and we will get the benefit of their findings.

**Mr. Chairman:** Is vote 904 carried?

Some hon. members: Carried.

**Mr. Chairman:** Gentlemen, before we adjourn I would like to thank the hon. members of this committee, the Minister and his staff, the clerk, Mr. Davis, and his predecessor, Mr. Wheeler, for the co-operation and assistance extended to me during the course of these estimates. Thank you very much.

I move we adjourn.

Motion agreed to.

The committee adjourned at 6 o'clock, p.m.





ONTARIO

**STANDING COMMITTEE ON SUPPLY**

**DEBATES AND PROCEEDINGS**

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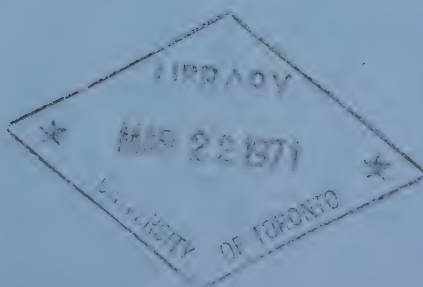
Second Session of the Twenty-Eighth Legislature

of the

Province of Ontario

November 19, 1968–December 17, 1969

**INDEX**













# INDICES

Members of Standing Committees .....	3
By Speakers .....	4
By Subjects .....	36

Speaker: Honourable Fred McIntosh Cass, Q.C.  
Clerk: Roderick Lewis, Q.C.

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## Members of Standing Committees

### Agriculture and Food

Belanger, Burr, Downer, Edighoffer, Evans, Farquhar, Gaunt, Gilbertson, Gisborn, Haggerty, Hamilton, Henderson, Hodgson (York North), Innes, Jessiman, Johnston (Carleton), Kennedy, MacDonald, Makarchuk, Morningstar, McNeil, Newman (Ontario South), Olde, Paterson, Mrs. Renwick (Scarborough Centre), Root, Rowe, Ruston, Smith (Simcoe East), Snow, Spence, Villeneuve, Whitney and Young — 34.

### Education and University Affairs

Bullbrook, Johnston (Parry Sound), Johnston (Carleton), Kennedy, Kerr, Knight, Lawlor, Lawrence (Carleton East), Lewis, Martel, Morrow, Newman (Windsor-Walkerville), Newman (Ontario South), Pitman, Price, Mrs. Pritchard, Reid (Rainy River), Reid (Scarborough East), Rollins, Rowe, Smith (Hamilton Mountain) — 21.

### Highways and Transport

Belanger, Ben, Bernier, Burr, Carton, Davison, Deans, Farquhar, Gilbertson, Hamilton, Hodgson (York North), Innes, Jackson, Jessiman, Johnston (Carleton), Kerr, Knight, MacKenzie, Martel, Meen, Morin, Morningstar, McNeil, Newman (Windsor-Walkerville), Olde, Root, Rowe, Snow, Spence, Villeneuve, Whitney, Worton, Yakabuski, Young — 34.



## By Speakers

### Abbey, David

Blackfoot Indian project S-160.

Canadian Studies S-128.  
Chellew, Len S-127.  
Curriculum S-127f.

Improvement of Indian Education S-157.  
Indians of North America S-157ff, S-172.

McDiarmid, Garnet S-157

Narroll, Harvey S-157.

Ontario Institute for Studies in Education  
S-126f.  
Ontario Teacher's Federation S-128.

Preuter, Ken S-128.

Research, educational S-126f, S-132.  
Royal Ontario Museum S-159.

### Adamson, H. M.

Administration and policy, highways  
S-551f.

### Adcock, H. W.

Administration and policy, highways S-539,  
S-542f, S-547ff, S-552.

Construction, highway S-625.  
Contracts, highway S-569.

Hamilton S-542, S-569.  
Highway Research Board (United States)  
S-550.

Macdonald-Cartier Freeway S-543, S-550.  
Maintenance, highway S-569.

Port Colborne S-625f.

Port Hope S-569.

Queen Elizabeth Way S-548.

Research, highway S-547ff, S-552.

St. Catharines S-625.  
St. Lawrence Seaway S-625f.  
Signs, highway S-542f, S-547f.

Toronto S-569.  
Trans-Canada Highway S-539.

Welland S-625.  
Welland Canal S-625.

### Allan, James N. (P.C. Haldimand-Norfolk)

Administration and policy, highways S-551.

Crop failure S-lxx.

Essex County S-lxx.

Insurance, agricultural S-lxx, S-lxxix.

Parliamentary procedure, S-lxxvii.

Research, highway S-551.

### Andrews, John L.

Information services, educational S-136.

McKay, Mr. Justice S-169.

Ontario Institute for Studies in Education  
S-136, S-168.

SACU S-165.  
SATO S-165.

Testing, educational S-166.

## Apps, Syl (P.C. Kingston and the Islands)

Council for the Arts S-175ff.  
Curriculum S-132.

Emigration of athletes S-133.

Indians of North America S-159.

Ontario Institute for Studies in Education  
S-132f, S-173.

Research, educational S-132.

Schoolteachers, training of S-132.  
Students, high school S-132.

## Belanger, J. Albert (P.C. Prescott and Russell)

Boudrea, Jean-Guy S-653.

Russell township S-653.

## Ben. George (L. Humber)

Acapulco gold S-279f.  
Administration and policy, highways  
S-665f.

American Tobacco Company S-280.

Boston University S-280.

Construction, highway S-598, S-603, S-605,  
S-652, S-665ff, S-676ff.  
Curriculum S-279ff.

Drake, David S-279.  
Drug abuse S-279ff.

Federal Drug Commission S-280.

Goddard, James C. S-280.  
Guerro, Gene S-279.

Highway 89 S-668.

Lysergic acid diethylamide S-282.

Marijuana S-279ff.  
Metropolitan Educational Television Association S-283.  
Morocco Red S-280.

National Institute for Mental Health  
S-280.  
New York Knickerbockers S-279.

Olde, Neil S-280, S-286.  
Oteri, Joseph S. S-280.

Parliamentary procedure S-667f, S-676ff.

Television in education S-282f.  
Tijuana gold S-279.  
Tobacco and smoking S-279ff.  
Toronto S-668.

## Bennett, R. G.

Attorney General, department of S-1ii.

Bell Canada S-52.

Caribbean S-xlviiff.  
Central Communication Telephone  
Company Limited S-51f.

Erin S-51f.

Health Department S-59f.

Manpower, agricultural S-xlviiff.  
Marketing boards, agricultural S-1.  
Migrant labour S-xlviiff.  
Milk products S-59f, S-64.

Ontario Milk Marketing Board S-59.

Social and Family Services, department of  
S-xliff, S-li.

Telephone service S-51f.

Welfare, department of S-xliff, S-li.

## Bernier, Leo (P.C. Kenora)

Administration and policy, highways  
S-538ff, S-544.

Construction, highway S-616ff, S-627.

Kenora S-616ff.

Lands and Forests, department of S-570.

Maintenance, highway S-570, S-572, S-575.  
Manitoba S-570.

Navigable Waters Act S-618.

Northwestern Ontario Development  
Conference S-539.

Ontario Provincial Police S-570.  
Ontario Water Resources Commission  
S-570.

Signs, highway S-544.

Trans-Canada Highway S-538f, S-616,  
S-618.

## Bidell, W.

Administration and policy, highways S-529.

Bramalea Consolidated Developments  
S-590, S-593.

Construction, highway S-590, S-593, S-624,  
S-626, S-658.

Highway 406, S-658.

Maintenance, highway S-579.

Port Colborne S-624, S-626.

St. Lawrence Seaway S-624, S-658.

## Biggs, E. M.

Administration, agricultural S-v.  
Agricultural education (see also Research,  
agricultural) S-81f.

Agricultural Institute of Canada S-82.  
Agricultural Department S-84f.

Belleville S-84.

Dairy Herd Improvement Association  
S-55f.

Dominion Bureau of Statistics S-x.

Economic aspects of agriculture S-x.

Farm products inspection S-67.

Grain S-xvii, S-21f.

Great Lakes S-xvii.

Guelph, University of S-81, S-85.

Income, agricultural S-xxv, S-xxxiv.

Leeds County Farmers' Union S-55.  
Livestock, agricultural S-x.

Macdonald Institute S-82.

Milk products S-55f, S-66.

Milk recording S-55f.

Ontario Agricultural College S-82.

Ontario Institute of Agrologists S-82.

Ontario Veterinary College S-82.

Pesticides S-84.

Production, agricultural S-xlivf.

Research, agricultural S-84f.

St. Lawrence River S-xvii.

Toronto S-xxi.

United States of America S-xvii, S-21.

## Bolton, Ven. Kenneth C. (N.D.P. Middlesex South)

Adult education S-480.

Community colleges S-480.

Community services S-501.

Fanshawe Community College S-480.

## Bowron, Al

Appendix S-368.

Libraries S-368.

## Brooks, Mr.

Ontario Institute for Studies in Education  
S-172.



## Bukator, George (L. Niagara Falls)

Bright's Wineries S-26.

Canadian Cannery S-26.

Fruit industry S-26.

Land utilization S-26.

Niagara Falls S-26.

Niagara Peninsula S-26.

Parliamentary procedure S-20.

Queen Elizabeth Way S-26.

Stamford Centre S-26.

## Bullbrook, James E. (L. Sarnia)

CBCT S-349.

Canadian Broadcasting Corporation

S-337ff, S-349.

Canadian Radio/Television Commission

S-337ff, S-349.

Channel 19 S-337ff.

Curriculum S-97f.

Daly, James S-380.

Decentralization, educational S-395ff.

Financial assistance to school authorities  
S-434ff.

Grants-in-aid, educational S-97.

Hall-Dennis report S-380f.

Public Schools Act S-461.

Schoolteachers, training of S-380ff.

Separate schools S-97, S-434ff.

Standards in education S-98.

Television in education S-337ff, S-349.

## Burr, Fred A. (N.D.P. Sandwich-Riverside)

Administration, agricultural S-lviii.

Agricultural Research Institute of Ontario  
S-84.

Carson, Rachael S-84.

Chicago, Illinois S-35.

Compensation payments S-xiii, S-lviii,  
S-lxv.

Crop failure S-xiii.

Crop Insurance Commission, the S-lviii.

Essex County S-xix.

Expropriation S-35f.

Extension services, agricultural S-xixf.

Farm products inspection S-67.

Fruit industry S-36.

Grants-in-aid, agricultural S-xlvi.

*Hansard* S-lvii.

Highways, department of S-36.

Insurance, agricultural S-lviii, S-lxivf.

Land utilization S-35f.

Maintenance, highway S-565ff.

Montreal S-35.

Niagara Peninsula S-35f.

Pellee Island S-565ff.

Pesticides S-84.

Research, agricultural S-84ff.

Sahara Desert S-35.

Sweden S-85f.

Windsor S-36.

Wolfe Island S-565ff.

## Carruthers, Alex (P.C. Durham)

Administration and policy, highways  
S-514.

Construction, highway S-616.

Correspondence courses S-391.

Ontario Motor League S-515.

Public Schools Act S-461.

Schoolteachers, training of S-391.

## Causley, J. R.

Canada Pension Plan S-207.

Pensions S-207, S-210.

## Crosbie, D. A.

Construction, highway S-684f, S-687f.

Expropriation Act S-687.

Highway Improvement Act S-687.

## Davis, Hon. William G. (P.C. Peel North)

Abbey, David S-139, S-143.

Administration, educational S-113, S-116.

Adult education S-478f, S-480.

Alberta S-98, S-144.

Alcohol S-253f.

Algonquin College S-488.

Andrews, John S-122.

Architectural services S-410ff.

Aristotle project S-112.

Atchison College S-488.

Athletic scholarships S-499.

Audio-visual education S-349f.

Australia S-153.

Bell Canada S-348.

Bladen, V. W. S-185.

Boy Scouts S-170.

Brio, Peter S-327.

Brock University S-358.

Brooks, Barry S-123.

Brown, Clifford S-323.

Budgets, educational S-114ff.

Business and education S-109ff.

CBCT S-349.

Canada Council S-184.

Canada Pension Plan S-197.

Canadian Association For Adult Education S-316.

Canadian Broadcasting Corporation S-105,

S-306f, S-311ff, S-319ff, S-330ff, S-345ff.

Canadian Cancer Society S-253.

Canadian Education Association S-96,

S-98f, S-102, S-105.

Canadian Radio/Television Commission S-296ff, S-305ff, S-311ff, S-331ff, S-345ff.

Canadian studies S-149f.

Candy Coloured Tangerine Flake

Streamlined Baby, The S-174.

Carleton University S-375.

Cartier project S-103, S-111f.

Catherine, Margo Jane S-394.

Causley, Mr. S-207.

Channel 19 S-304ff, S-311ff, S-320ff, S-330ff.

Chrétien, Jean S-160f, S-271.

Circular 14 S-160f, S-269, S-271, S-374, S-376.

College professors and instructors S-143.

Collegiate Institute Board of Ottawa S-348.

Community colleges S-99, S-464f, S-479ff, S-487f, S-496f.

Community services S-498ff.

Confederation College S-482.

Council for the Arts S-174ff.

Council of Minister of Education S-96ff,

S-98, S-101, S-103ff, S-164.

Council of Regents S-495.

Cultural exchange programme S-101.

Curriculum S-94f, S-96f, S-98, S-100f,

S-106, S-139, S-153, S-225f, S-239, S-250,

S-253f, S-264ff, S-273f, S-286ff, S-293.

Curry, Walter S-269.

Decentralization, educational S-395ff.

Designing education for the future S-222.

Dimensions S-117.

Dominion Bureau of Statistics S-96, S-106.

Drug abuse S-189, S-252f, S-257ff, S-260,

S-262f, S-269.

Duke of York S-478.

EVR S-394ff.

Electronic data processing S-114f.

Elementary schools S-99, S-457ff, S-471.

Elliott Lake Centre for Continuing Education S-121.

Fanshawe Community College S-480.

Films and education S-350, S-353.

Financial assistance to school authorities

S-414ff, S-422ff, S-434ff, S-454ff, S-458ff.

Flower, George S-122.

Forster Collegiate S-503.

Foundation tax plan S-424.

French language education S-101f.

Grade 13 S-238f, S-249, S-266, S-384,

S-386ff, S-428, S-458, S-472, S-494.

Grants-in-aid, educational S-97.

Guelph, University of S-458.

HS-1 S-266ff.

Hall-Dennis report S-98, S-188, S-224,

S-226, S-234ff, S-348, S-363, S-459, S-500.

Hamilton Art Gallery S-176.

Handicapped, education of S-465ff, S-476ff.

*Hansard* S-165, S-346f.

Head, Wilson A. S-466.

History, Canadian S-111, S-274f.

Hodgetts, Bernie S-78, S-149f.

Hodgins, Mr. S-275.

Home and School S-179, S-185.

Ide, T. R. S-347, S-351.

Indian Affairs and Northern Development, Department of (Canada) S-160.

Indians of North America E-112, S-160, S-269ff.

Information services, educational S-116, S-136.

Interprovincial Conference on Education S-102.

Jackson, Dr. S-122, S-126, S-245.

John Birch Society S-264.

Kindergarten S-471.  
Kormos, Peter S-394.

Labour College of Canada S-190.  
Labour Department S-101.  
Lakehead University S-483.  
Laurentian University S-360.  
Liquor laws S-189.  
London S-461.

MAD (Music, Arts and Drama) S-175.  
MacLeod report S-371.  
Manpower training S-464ff, S-472.  
Marijuana S-252ff.  
Martin, Alan S-122.  
Mathematics S-99.  
Meldrum, Wendall S-97.  
Metropolitan Educational Television  
  Association S-296ff, S-304ff, S-311ff,  
  S-317ff, S-320ff.  
Michael Power school S-429.  
Ministers' Information Service S-106.  
Moosonee S-272.

National Ballet School S-184f.  
National Film Board S-353.  
New Brunswick S-106.

OMERS S-198f.  
Olde, Neil S-281.  
Ontario College of Education S-122, S-135,  
  S-356f.  
Ontario Curriculum Institute S-250.  
Ontario Educational Association S-111,  
  S-177.  
Ontario Institute for Studies in Education  
  S-98, S-102, S-110, S-114, S-122f, S-126,  
  S-129f, S-135f, S-137ff, S-143ff, S-150ff,  
  S-164ff, S-171f, S-245, S-250.  
Ontario Library Association S-502.  
Ontario Medical Association S-255.  
Ontario Municipal Board S-412.  
Ontario Society for Crippled Children  
  S-177.  
Ontario Teachers' Federation S-197, S-289.  
Ontario Temperance Federation S-189.  
Ottawa Public School Board S-348.  
Ottawa Teachers' College S-375.

Parliamentary procedure S-104.  
Pelletier, Gerard S-96, S-322.  
Pensions S-192ff, S-208ff.  
Philosophy of education S-220ff.  
Preuter, Ken S-123.  
Programme administration S-409f.  
Provincial Secretary, Department of S-101.  
Public Schools Act S-461.  
Public Service Superannuation Fund S-213.  
Public Works, Department of S-131, S-168,  
  S-171f.  
Publishing, educational S-374ff.  
Pumhouse Gang, The S-174.

Quebec, Province of S-98.

Recreation training S-500.  
Registrar S-249.  
Research, educational S-122f, S-124f,  
  S-130f.  
Royal York Hotel S-401.  
Ryerson Polytechnical Institute S-497f.

SACU S-165f.  
SATO S-165ff.  
St. Clair College S-481, S-493.  
St. Michael's College S-429.  
Salaries and wages, educational S-374.  
Scholarships S-249.  
School boards, reorganization of S-260f.  
School buildings S-131, S-135, S-188f,  
  S-354, S-455f.  
School buses S-454.  
Schoolteachers, training of S-164, S-353ff,  
  S-363ff, S-375ff, S-380ff.  
Secondary schools S-99.  
Separate schools S-97f, S-422ff, S-430ff.  
Separate Schools Act S-95.  
Sex education S-264f, S-268.  
Sheppard, Dr. S-193.  
Skyline Hotel S-412.  
Sports Illustrated S-274.  
Standards in education S-98, S-100f.  
Steiger, David S-466, S-473.  
Student Aid S-107.  
Student records S-114ff, S-463.  
Student travel S-219.  
Students, high school S-107.  
Supreme Court of Ontario S-169.

Teachers' Superannuation Act S-195,  
  S-213.  
Technical education S-99f.  
Television (see also Television in  
  education) S-275.  
Television in education S-96, S-105f,  
  S-282ff, S-394ff, S-311ff, S-316ff, S-320ff,  
  S-329ff, S-345ff, S-378, S-401.  
Testing, educational S-166ff.  
Thornlea Secondary School S-478.  
Times Educational Supplement S-348.  
Tobacco and smoking S-253ff, S-268,  
  S-282ff.  
Toronto, University of S-107, S-122, S-360.  
Trent University S-384.  
Trustees, school S-179ff, S-188.

United Church of Canada S-462.  
United Nations Association S-183f.  
United States of America S-153.  
University faculty S-108.

Venereal disease S-263.  
Vocational education S-96, S-101f.

Windsor, University of S-360.  
Wolfe, Tom S-174.

York University S-360.  
Yost, E. S-313, S-317, S-321.  
Young Voyageur Program S-219f.



## Deacon D.M. (L. York Centre)

Barrie S-721.

Canadian National Railways S-702ff.  
Canadian Pacific Railway Co. S-706.  
Chicago, Illinois S-704f, S-708.  
Construction, highway S-661f, S-694,  
S-701f.

Don Valley Parkway S-703.

Expropriation Act S-701f.

GO Transit (see also Railroads) S-702ff,  
S-714, S-721, S-723.

Heinemann, Robert S-704.  
Highway 27 S-703.  
Highway 48 S-661f.  
Highway 404 S-661f.

Livestock, agricultural S-7.  
Los Angeles S-703.

Macdonald-Cartier Freeway S-702f.  
Markham S-661f.  
Meat prices S-8.  
Milk products S-58.  
Monorails S-721.  
Montreal S-702f, S-707.

Philadelphia S-704.  
Pick, Mrs. Marie S-702.

Quebec, Province of S-703.  
Queen Elizabeth Way S-703.

Richmond Hill S-721.  
Roads, county S-662.

Seattle S-721.  
Stouffville S-721.

Tariffs S-17, S-20.  
Toronto S-661, S-702ff, S-707f.

United Kingdom of Great Britain and  
Northern Ireland S-7f.

## Deans, Ian (N.D.P. Wentworth)

Abandoned Orchards Act S-15, S-19, S-45f.  
Access, highway S-685f.  
Administration and policy, highways  
S-526ff, S-540, S-542f.  
Agricultural rehabilitation and develop-  
ment administration S-32.  
Australia S-17, S-19.

Burlington S-527.

Construction, highway S-677f, S-682,  
S-684ff.

Expropriation Act S-687f.

Federal-provincial co-operation S-17f.  
France S-19.  
Fruit industry S-15ff, S-32f, S-45f.

GO Transit (see also Railroads) S-716f.

Hamilton S-542f, S-685f, S-716.  
Hamilton Spectator S-686.  
Hansard S-31.  
Highway 2 S-685f.  
Highway 8 S-527ff.  
Highway 403 S-542, S-684ff, S-717.  
Highway Traffic Act S-529.

Imports S-17ff.

Land utilization S-15f, S-18ff, S-32ff, S-43.  
London S-543.

Louth Township S-15.

Macdonald-Cartier Freeway S-543.  
Machinery, agricultural S-17.  
Mortgages S-32.

Niagara Peninsula S-15ff, S-32ff.

Oakville S-710f.  
Ontario Grape Growers Marketing Board  
S-32.  
Ontario Tender Fruit Growers Marketing  
Board S-32.

Parliamentary procedure S-20, S-507f,  
S-677f.  
Prices, food S-19.

Queen Elizabeth Way S-527, S-542f,  
S-684ff.

Roads, township S-526.

Sahara Desert S-35.  
Signs, highway S-542f.  
Soil analysis S-15f, S-18.

Toronto S-716f.

United States of America S-19.  
Utter, Jerry S-32.

Vineland S-18.

## Downer, Rev. A. W. (P.C. Dufferin-Simcoe)

Ontario College of Education S-373.

Publishing, educational S-378.

Salaries and wages, educational S-374.

School guidance worker S-373.

Schoolteachers, training of S-372.

Television in education S-373.

Welfare Council S-314.

## Edighoffer, Hugh (L. Perth)

Insurance, agricultural S-lxixf.

## Evans, D. Arthur (P.C. Simcoe Centre)

Attorney General, Department of S-xxxix.

Barrie S-657f.

Bird sanctuaries S-lxv.

Construction, highway S-634, S-657f.

Crop failure S-lxv.

Ducks, wild S-liv.

Highway 400 S-657f.

Insurance, agricultural S-liv, S-lxv.

Parliamentary procedure S-xxxvii.

## Farquhar, Stan (L. Algoma-Manitoulin)

Assessment, farm S-xlii.

Construction, highway S-667.

Ducks, wild S-liv.

Land utilization S-xli.

## Flower, Dr.

Ontario Institute for Studies in Education  
S-158.

Schoolteachers, training of S-124.  
Standards in education S-124.

## Gaunt, Murray (L. Huron-Bruce)

Administration, agricultural S-lixf.

Agricultural education (see also Research,  
agricultural) S-81ff.

Agricultural policy (see also specific  
names and subjects, e.g. Income,  
agricultural) S-v.

Agricultural Rehabilitation and Develop-  
ment Administration S-vi, S-lix, S-25,  
S-47, S-49.

Artificial insemination S-5.

Assessment, farm S-v.

Barber Royal Commission report S-86.

Bell Canada S-52.

California S-83f.

Can Farm program S-vi.

Canadian National Exhibition S-6.

Centralia College S-81, S-83.

Cheese industry S-49.

Compensation payments S-lixf.

Copaco S-49.

Crop failure S-lix, S-lxxx.

Crop Insurance Commission, the S-lx.

Detroit Free Press S-xcix.

Economic aspects of agriculture S-xii,  
S-46f.

Eftam S-22.

Exhibitions, agricultural S-6, S-53.

Expropriation S-37.

Extension services, agricultural S-xciif.

Farm Land Rental Act S-47f.

Farm Products Marketing Act S-70f.

Federal-provincial co-operation S-vii, S-12.

Feed grain S-civ.

Fertilizer industry S-vf.

Financial assistance to school authorities  
S-458.

4-H Clubs S-xcii.

Fruit industry S-24f, S-83.

Globe and Mail, The S-37.

Grade 13 S-458.

Grain, S-v, S-21.

Grant-in-aid, agricultural S-12.

Guelph, University of S-xciii, S-65, S-81, S-83.

Hansard S-iv.

Hayes plan, the S-6.

Health Department S-22.

Home economics S-xcviii.

IRMA S-65.

Imports S-12, S-22.

Income, agricultural S-vf, S-xii, S-xciii, S-xcviii, S-46f.

Insurance, agricultural S-lixf, S-lxxixf.

Junior Farmer Establishment Loan S-14.

Junior Farmer Loan Board S-vif.

Junior farmers S-vii, S-xcii.

Land utilization S-21, S-24f, S-36f, S-46ff.

Livestock, agricultural S-xcviif, S-ciiif, S-cv, S-5ff, S-10ff, S-14.

Loans to farmers S-vif.

Machinery, agricultural S-86.

Management, farm S-vi, S-xciii.

Manitoba S-lix.

Marketing, agricultural S-21, S-68ff.

Marketing boards, agricultural S-lx, S-68f, S-71.

McCague, George S-54, S-71.

McDurbin, Dr. S-76.

Meat inspection S-76.

Meat packing S-76.

Meat prices S-xcix, S-6f, S-10.

Michigan S-22.

Milk products S-54f, S-64f.

Mitchell S-6.

Mortgages S-47.

Moyle, Ruth S-xcix.

New Zealand S-12.

Niagara Peninsula S-24f.

Nutrition S-xcix.

Ontario Agricultural College S-81.

Ontario Broiler Marketing Board S-69.

Ontario Egg Marketing Board S-69.

Ontario Farm Products Marketing Board S-69, S-71.

Ontario Federation of Agriculture S-xciii, S-36f, S-71.

Ontario Food Council S-75.

Ontario Milk Marketing Board S-54f, S-65.

Ontario Onion Board S-68.

Ontario Veterinary College S-81.

Owen Sound S-6.

Parliamentary procedure S-ivf, S-31f.

Pesticides S-22.

Porter, Sylvia S-xcix.

Prices, food S-xcviii.

Quebec, province of S-69.

Research, agricultural S-83f, S-86.

Richards, Dr. S-81.

Royal Winter Fair S-6, S-53.

Tax, inheritance S-46f.

Teeswater S-6.

Telegram, The S-xcix.

Telephone service S-52.

Tourism and Information, Department of S-xcii.

United Kingdom of Great Britain and Northern Ireland S-48f.

United States of America S-xcviii, S-21f, S-46.

Veterinary services S-76, S-78.

Warton, Dr. S-76.

Weeds S-22.

Weekend Magazine S-xcix.

Wilford, A. H. S-75.

Wine S-83f.

Wingham High School S-82f.

## Gilbertson, Bernt (P.C. Algoma)

Administration and policy, highways S-541f.

Compensation payments S-lxviii.

Construction, highway S-628f.

Contracts, highway S-629.

Crop failure S-lxvii.

Education, Department of S-xcvii.

Extension services, agricultural S-xcvii.

Highway 17 S-542.

Highway 638 S-582.

Income, agricultural S-xcvii.

Joseph Island S-628f.

Maintenance, highway S-582f.

Maple Syrup S-xcvii.

Maps, highway S-541.

Parliamentary procedure S-508.

Pensions S-205.

Signs, highway S-541f.



## Gisborn, Reg. (N.D.P. Hamilton East)

Construction, highway S-678f, S-689f,  
S-699ff.

Contracts, highway S-700f.

King Paving and Materials S-700.

Morris, Allan C. S-700f.

Parliamentary procedure S-678f, S-699.

Queen Elizabeth Way S-689f, S-700f.

## Gomme, Hon. George E. (P.C. Lanark)

Access, highway S-545, S-656.

Administration and policy, highways S-512,  
S-515ff, S-524ff, S-536ff, S-544ff, S-551ff,  
S-664ff.

Airports S-515.

Algonquin Road S-573f, S-644.

Allen Expressway S-634f.

Anaconda Mines S-536.

Armitage, Ontario S-612.

Armstrong Construction S-606.

Barrie S-657f.

Bot Construction Co. S-644.

Brady Expressway S-633.

Bramalea Consolidated Developments  
S-589f.

British Columbia S-518.

Broder Township S-644f.

Burlington S-527.

Canadian Good Roads Association S-540.

Canadian National Railways S-651f.

Chaput-Hughes S-635ff.

Chicago, Illinois S-708.

Construction, highway S-587ff, S-593ff,  
S-600ff, S-612, S-616ff, S-620ff, S-633ff,  
S-641ff, S-671ff, S-681ff, S-700ff,

Contracts, highway S-516, S-519ff, S-559ff,  
S-569, S-602, S-606ff, S-629, S-645ff, S-666,  
S-671ff, S-692ff, S-700f.

Dineen Construction Limited S-675.

Don Valley Parkway S-661, S-675.

Electronic data processing S-546.

Expropriation S-691f.

Expropriation Act S-691, S-701f.

FCP General Contracting S-645ff.

Federal-provincial co-operation S-582.

Fort Erie S-621, S-626.

Foster, Larry S-530.

Gardiner Expressway S-671.

Globe and Mail, The S-651.

GO Transit (see also Railroads) S-524,  
S-703, S-706ff, S-710ff, S-714ff, S-723.

Grants-in-aid, highways and roads S-518,  
S-522, S-581, S-584, S-627f, S-655f, S-659f,  
S-672, S-681ff, S-694.

Grey County S-666f.

Guy Lionel S-610.

Halleman Construction S-606.

Halton Crushed Stone S-673f.

Hamilton S-685f, S-717, S-720.

Hamilton Spectator S-700.

Hansard S-575.

Harrison Construction (Ontario) Ltd.  
S-671.

Hellyer, Paul Theodore S-706.

Highway 1 S-538.

Highway 2 S-581, S-654.

Highway 3A S-659.

Highway 6 S-668.

Highway 7 S-588f.

Highway 9 S-668.

Highway 10 S-663.

Highway 11 S-597.

Highway 11A S-657.

Highway 17 S-587, S-597.

Highway 17A S-657.

Highway 18 S-537.

Highway 26 S-655.

Highway 27 S-703.

Highway 43 S-587.

Highway 48 S-661f.

Highway 64 S-600f.

Highway 69 S-596, S-600, S-644.

Highway 89 S-668.

Highway 144 S-595f, S-633.

Highway 400 S-598, S-656ff.

Highway 403 S-524, S-689, S-717.

Highway 404 S-524, S-661f.

Highway 406 S-658.

Highway 416 S-587.

Highway 417 S-587, S-612, S-653f.

Highway 539 S-605f.

Highway 543 S-644.

Highway 548 S-582.

Highway 560 S-641f.

Highway 584 S-536.

Highway 643 S-536.

Highway 800 S-661.

Highway Improvement Act S-582.

Highway Traffic Act S-531.

Indian Affairs and Northern Development,

Department of (Canada) S-581.

Indians of North America S-581f.

Insurance claims, highways S-524.

International Road Federation S-540.

Johnson and Hogan Construction Limited  
S-674.

Joseph Island S-628f.

Kanata S-588.

Kennedy, J. A. S-644.

Kenora S-617f.

King Paving and Materials S-700.  
Kramer Construction S-606.

Labarge, Raymond C. S-706f.  
Lakehead Expressway S-657.  
Land Compensation Board S-691.  
Lands and Forests, Department of S-577,  
S-661.  
Legal services, highway S-545f.

Macdonald-Cartier Freeway S-581, S-597,  
S-634, S-656, S-703.  
Maintenance, highway S-559ff, S-567ff.  
Manitoba S-570.  
Maps, highway S-540f, S-580.  
March township S-587.  
Markham S-661f.  
McCarthy Burge Construction Co. S-612.  
Monorails S-715.  
Morris, Allan C. S-700f.  
Muir, Mr. S-609.  
Municipal Affairs Department S-524.

New Liskeard S-642f.

Ontario Motor League S-547.  
Ontario Municipal Board S-644, S-691.  
Ontario Northern Railway S-716.  
Oshawa S-720.  
Ottawa S-569f.

Paul, F. C. S-650ff.  
Pelee Island S-565, S-567f.  
Pick, Mrs. Marie S-702.  
Pickering S-720.  
Pickersgill, John Whitney S-706.  
Port Colborne S-579, S-623f, S-626.  
Public Works Creditors Act S-606.

Quebec, Province of S-627.  
Queen Elizabeth Way S-621, S-686, S-690,  
S-700f, S-703, S-710.

Regina S-520.  
Research, highway S-547, S-551ff, S-594f.  
Ridgeway S-659.  
Roads, county S-516f, S-583f, S-662.  
Roads, township S-517f, S-522, S-526.  
Robert McAlpine Limited S-675f.

St. Clair Parkway S-537, S-616.  
St. Lawrence Seaway S-623.  
Sanco Construction S-602, S-609f, S-644,  
S-648.  
Saskatchewan S-518.  
Sheppard, D. H. S-707.  
Siegmiller S-612.  
Signs, highway S-542, S-544, S-580.  
Smith Lancelot J. S-660.  
Star-Nell Construction S-609f, S-648.  
Stoney Creek and Saltfleet New S-700.  
Student employment S-577.  
Subways S-683f, S-694.  
Sudbury S-633, S-644f.  
Superior Airways S-536.  
Swansea Construction Ltd. S-645ff.

Talisman Resort Hotel S-666.  
Tax, gasoline S-546.  
Telegram, The S-700.  
Thorold S-623.  
Thunder Bay S-657.  
Tobermory S-718.  
Toll bridges S-526, S-546.  
Toronto S-634f, S-661, S-668, S-671ff,  
S-682ff, S-707, S-710f, S-717, S-720.  
Toronto Daily Star S-700.  
Tourist Outfitters Association S-544.  
Trans-Canada Highway S-538f, S-595,  
S-627f, S-662.  
Transport Department S-516, S-546.

Welland S-623, S-625.  
Wilson, Mr. Justice J. L. S-651f.  
Windsor S-681f.  
Wolfe Island S-565, S-567f.  
World Highway Conference S-540.

## Good, Edward R. (L. Waterloo North)

Gertler, Dr. S-43.

Kitchener S-43.  
Krueger, Professor Ralph S-43.

Land utilization S-43.

Municipal Affairs Department S-43, S-46.

Niagara Peninsula S-43, S-46.

Ontario Housing Corporation S-43.

## Haggerty, Ray (L. Welland South)

Agricultural policy (see also specific names  
and subjects, e.g., Income, agricultural)  
S-xxxvii.

Algonquin Road S-573.  
Assessment S-xxiv, S-33.  
Assessment, business S-xxiif.  
Assessment, farm S-xxiv, S-33.

Bramalea S-33.

Canadian National Railways S-715f.  
Canadian Pacific Railway Co. S-715f.  
Construction, highway S-619ff, S-658ff.  
Contracts, highway S-564.

Fort Erie S-619ff, S-626.  
Frost, Leslie S-623f.  
Fruit industry S-33.

GO Transit (see also Railroads) S-710,  
S-712, S-715f.  
Grants-in-aid, highways and roads S-659f.

Haldimand County S-716.  
Hamilton S-716.  
Highway 3 S-579f, S-619f, S-622f.  
Highway 3A S-659.  
Highway 3C S-658f.  
Highway 8 S-619.  
Highway 20 S-579f.  
Highway 406 S-579, S-619, S-658.  
Humberstone S-34.

Income, agricultural S-xxiv, S-xxxvii.

Land utilization S-xxxvii, S-33f.  
Lincoln County S-33.

Macdonald-Cartier Freeway S-620.  
Maintenance, highway S-564f, S-573,  
S-579f, S-583.  
Mayo, Professor S-34.  
Milk products S-57, S-63.

Nanticoke S-716.  
Niagara Falls S-619, S-716.

Niagara Peninsula S-33f, S-579, S-619,  
S-622, S-716.

Parliamentary procedure S-xxxvii.  
Port Colborne S-579f, S-619, S-623ff, S-658,  
S-716.  
Port Dalhousie S-716.  
Port Dover S-716.

Queen Elizabeth Way S-33, S-579, S-619ff,  
S-658f.

Ridgeway S-658f.  
Robinson, R. B. S-620.

St. Catharines S-619, S-623, S-658, S-716.  
St. Lawrence Seaway S-623ff, S-658.  
Signs, highway S-579.  
Smith, Lancelot J. S-659f.

Tax, property S-33.  
Taxation S-xxiv.  
Thorold S-619, S-623.  
Toronto S-710.  
Transport Department (Canada) S-716.

Welland Canal S-623ff.

## Henderson, Lorne C. (P.C. Lambton)

Assessment, farm S-xxiv.

Essex County S-xix.  
Exports S-xxii.

Feed grain S-xix, S-xxxv.  
4-H Clubs S-xc.

Grain S-xvii.  
Grant-in-aid, agricultural S-vliii, S-xlvii.

Hansard S-iv.

Imports S-xix S-xxii.

Kent County S-xix.

Lambton County S-xix.  
Livestock, agricultural S-xix, S-xxxv.

Parliamentary procedure S-iiiif.

St. Clair River S-xvii.  
Societies, agricultural S-xliii.  
Soya beans S-xvii.

Tilbury S-xvii.

United States of America S-xix.

Workmen's Compensation Board, The S-xl.

## Hodgson, R. Glen (P.C. Victoria-Haliburton)

Construction, highway S-662.

Highway 48 S-662.  
Highway 404 S-662.

Markham S-662.

Trans-Canada Highway S-662.

## Hodgson, William (P.C. York North)

Assessment, farm S-xlii.

Construction, highway S-684.  
Crop failure S-lxiiiif.

Education, Department of S-xcif.  
Electronic data processing S-xlii.

Farm Land Rental Act S-48.  
Fertilizer Industry S-23.  
4-H Clubs S-xci.  
Freight rates S-23.

GO Transit (see also Railroads) S-714f.  
Grants-in-aid, agricultural S-23.  
Grants-in-aid, highway and road S-684.



Insurance, agricultural S-lxiiif.

Land utilization S-39, S-47f.

Livestock, agricultural S-11, S-57.

Management, farm S-47f.

Milk products S-57.

Newmarket S-715.

Ontario Agricultural College S-xci.

Ontario Food Council S-72.

Parliamentary procedure S-507.

Royal Winter Fair S-53.

## Howard, W. T.

Aurora S-715.

Canadian National Railways S-715.

Canadian Pacific Railway Company S-715.

Chicago Northwestern Railroad S-708f.

Toronto S-715.

## Howden, H. S.

Maintenance, highway S-568f.

Tax, property S-568f.

## Huntley, Dr. D. N.

Agricultural education (see also Research, agricultural) S-80f, S-83.  
Alberta S-85.

Centralia College S-80, S-83.

Fanshawe Community College S-83.

Fruit industry S-84.

GO Transit (see also Railroads) S-715.

Guelph, University of S-83, S-85.

Kemptville College S-80, S-83.

Korea S-80.

New Liskeard College S-80, S-83.

Ontario Agricultural College S-83.

Ontario Veterinary College S-83.

Research, agricultural S-84f.

Ridgetown College of Agricultural  
Technology S-80, S-83.

Student Aid S-80.

University Affairs Department S-83.

Wine S-84.

## Ide, T. R.

Television in Education S-329f.

## Innes, Gordon W. (L. Oxford)

Access, highway S-656.

Administration, agricultural S-xv.

Administration and policy, highway S-508ff,  
S-524ff, S-544ff.

Agricultural education (see also Research, agricultural) S-82.

Agricultural policy (see also specific names and subjects, e.g., Income, agricultural) S-xvf.

Airports S-509.

Artificial insemination S-2f, S-13f.

Automobile traffic S-508ff.

Barrie S-509.

British Columbia S-2, S-13f.

*Business Week* S-509.

Cash cropping S-xvi.

Construction, highway S-626ff, S-641,  
S-654ff, S-664.

Contracts, highway S-569.

Dairy Herd Improvement Association S-4.

Electronic data processing S-546.

Europe S-2.

Exhibitions, agricultural S-liii.

Exports S-if.

Extension services, agricultural S-xv,  
S-lxxxvi, S-lxxxviii.

Feed grain S-xv.

*Globe and Mail*, The S-508, S-546.  
 GO Transit (see also Railroads) S-509.  
 Governor's Road S-583f.  
 Grants-in-aid, agricultural S-xiii, S-iv.  
 Grants-in-aid, highways and roads S-627f,  
   S-655f.  
 Guelph, University of S-xv, S-77, S-82,  
   S-84.  
 Hamilton S-524.  
 Health Department S-63.  
 Highway 2 S-583f, S-654.  
 Highway 6 S-655.  
 Highway 10 S-655.  
 Highway 16 S-654.  
 Highway 26 S-655.  
 Highway 27 S-508.  
 Highway 28 S-654.  
 Highway 400 S-508f, S-524, S-656.  
 Income, agricultural S-xxxix, S-if, S-5.  
 Insurance, agricultural S-lxxx.  
 Jones, Professor George S-xvi.  
 Lakefield S-654.  
 Land utilization S-49.  
 Livestock, agricultural S-xvf, S-lxxxviii,  
   S-iff, S-13, S-77.  
 Loans to farmers S-xv, S-xlvi.  
 London S-524, S-655f.  
 Macdonald-Cartier Freeway S-508, S-524ff,  
   S-568, S-656.  
 Maintenance, highway S-568ff, S-583f.  
 Management, farm S-xv.  
 Milk products S-59, S-63, S-66.  
 Milk recording S-iff.  
 Monorails S-509, S-524.  
 Montreal S-525.

Nanticoke S-524.  
 New York (State) S-84.  
 Ontario Agricultural College S-82.  
 Ontario Milk Marketing Board S-5, S-59.  
 Ontario Municipal Association S-655.  
 Orillia S-508, S-524.  
 Parliamentary procedure S-xxv.  
 Pollution probe S-510.  
 Quebec, province of S-xv, S-627.  
 Research, agricultural S-xvf, S-84.  
 Roads, county S-583.  
 Signs, highways S-544f.  
 Smith, Lancelot J. S-546.  
 Societies, agricultural S-liii.  
 Soil analysis S-xv, S-svii.  
 Subways S-509, S-524.  
 Talbotville S-524.  
 Tax, gasoline S-546.  
 Tax, property S-568.  
 Toll bridges S-526.  
 Toronto S-509, S-524.  
 Trans-Canada Highway S-626ff.  
 Transport Department S-509, S-546.  
 Trucking S-509f.  
 United Kingdom of Great Britain and  
   Northern Ireland S-xv, S-if.  
 United States of America S-xv, S-2.  
 Veterinary services S-77f.  
 Weed Control Act S-49.  
 Weeds S-49.  
 Windsor S-524f.  
 Woodstock S-655.

## Jackson, Donald (N.D.P. Timiskaming)

Chaput-Hughes S-635ff, S-641.  
 Cobalt S-643.  
 Construction, highway S-635ff, S-641ff,  
   S-652, S-677, S-680f, S-699.  
 Gowganda S-643.  
 Highway 11 S-643.  
 Highway 66 S-643.  
 Highway 112 S-642f.

Highway 570 S-641ff.  
 Highway Traffic Act S-635.  
 Kirkland Lake S-643.  
 New Liskeard S-642f.  
 Parliamentary procedure S-677, S-680.  
 Teck Township S-636.

## Jessiman, James (P.C. Fort William)

Administration and policy, highways S-514,  
   S-518, S-520, S-524, S-530f, S-541.  
 Highway 17 S-530.  
 Insurance claims, highways S-524.  
 International Nickel Company S-530.  
 Macdonald-Cartier Freeway S-531.  
 Maps, highway S-541.

Parliamentary procedure S-507.  
 Regina S-520.  
 Saskatchewan S-514.  
 Shebandowan S-530.  
 Tourism and Information, department of  
   S-541.  
 Transport Department S-530f.

## Johnston, W. Erskine (P.C. Carleton)

Construction, highway S-587f, S-633.  
Contracts, highway S-561f.  
Crop failure S-lxi.

Financial assistance to school authorities  
S-413, S-421.

*Hansard* S-93.  
Highway 7 S-587.  
Highway 16 S-587.  
Highway 44 S-587.  
Highway 417 S-587.

Insurance, agricultural S-lxi.

Land utilization S-15, S-37f.  
Livestock, agricultural S-ci, S-cv, S-9, S-77.

Macdonald-Cartier Freeway S-587.  
Maintenance, highway S-561f, S-569f.  
March Township S-587f.

Milk products S-56, S-64.  
Milk recording S-56.

Niagara Peninsula S-37f.

Ontario Provincial Council of Rabbit Clubs  
S-ci.  
Ontario Sheep Breeders Association S-ci.  
Ontario Swine Improvement Council S-ci.  
Ottawa, S-38, S-569f, S-587.

Parliamentary procedure S-93, S-633.  
Production, agricultural S-37.  
Publishing, educational S-375.

Renfrew County S-lxi.

Schoolteachers, training of S-376.

Veterinary services S-77.

## Kennedy, R. Douglas (P.C. Peel South)

AIC Review S-40.

Burlington S-40.

Construction, highway S-689.

Expropriation S-37.

Highway 2 S-689.  
Highway 5 S-689.  
Highway 403 S-689.  
History, Canadian S-273.

Indians of North America S-271.  
Insurance, agricultural S-lxi.

Land utilization S-36, S-40f.  
Lincoln County S-41.

Mississauga S-40, S-689.

Neilipowitz, Mr. S-689.

Ontario Federation of Agriculture S-36,  
S-41.  
Ontario Institute for Studies in Education  
S-121, S-124.

Parliamentary procedure S-92.  
Patterson, Dr. S-40.  
Pensions S-206.  
Production, agricultural S-40f.

Queen Elizabeth Way S-40.

Smith, Lancelot J. S-40.

Tax, property S-40.  
Television in education S-301f.  
Toronto S-40.

University Women's Club S-271.

Weston S-40.

## Knight, Ron. H. (IND. Port Arthur)

Administration and policy, highways  
S-537f, S-555.

British Columbia S-113.

Construction, highway S-653, S-656f.  
Council of Minister of Education S-112.

Davis, Trevor S-479.  
Drug abuse S-269.

HS-1 S-265f, S-268.  
Hall-Dennis report S-240.  
Handicapped, education of S-476.  
Highway 1 S-538.  
Highway 11A S-657.  
Highway 17 S-538.  
Highway 17A S-657.  
Highway 417 S-653.

Indians of North America S-112.



Lakehead Expressway S-657.

Northwestern Ontario Development  
Conference S-537.

Northwestern Ontario Hearing Association  
S-476.

Ontario Hospital S-477.

Perkins Institute S-477.

Research, highway S-555.

Television in education S-266, S-333f.  
Thunder Bay S-657.

Trans-Canada Highway S-537f.

## Lantz, K. E.

Agricultural Rehabilitation Development  
Administration S-lxxxvii, S-xci.

Extension services, agricultural S-xxf,  
S-lxxxviif, S-xci.

4-H Clubs S-lxxxvii.

Livestock, agricultural S-lxxxviif, S-10.

Management, farm S-xx, S-lxxxviii, S-xci.

Ontario Crop Insurance Fund S-xlvi.

## Lawlor, Patrick D. (N.D.P. Lakeshore)

Boy Scouts S-170.  
Business and education S-113.

Cardinal, Jean-Guy S-101.  
Champlain Society S-190.  
Council for the Arts S-175.  
Curriculum S-240f.

Dewey, James S-226.

French language education S-101f.

Grants-in-aid, educational S-180, S-189.

Hall-Dennis report S-169, S-226ff, S-237,  
S-241.

Industrial revolution S-113.

Legislative Assembly Retirement Allowance  
S-213.

McKay, Mr. Justice S-169.

Ontario Institute for Studies in Education  
S-168ff.

Parliamentary procedure S-94.  
Pensions S-212ff.  
Philosophy of education S-225ff, S-41f.  
Provincial Secretary, Department of S-101f.  
Public Service Superannuation Fund S-212f.  
Public Works, Department of S-168.

Standards in education S-100f.  
Supreme Court of Ontario S-169.

Teachers' Superannuation Act S-213.

Vocational Education S-101.

## Lewis, Stephen (N.D.P. Scarborough West)

Abbey, David S-139.  
Adult Education S-138.  
Air Canada S-102.  
Alberta S-142.  
Alcohol S-256f.  
Alcoholism and Drug Addiction Research  
Foundation S-256.  
American Book Company S-377.  
Aristotle project S-109f, S-111.

Bell Canada S-102.  
Black Mother S-272.  
Book Society of Canada S-270.  
Boy Scouts S-189.  
Brown, Alan S-137.  
Brunner, Jerome S-468.  
Business and Education S-109ff.

Canada Council S-137.  
Canadian Studies S-141.  
Cartier project S-103, S-109f, S-111.  
Changing School Districts in Canada S-137.  
Chretien, Jean S-271.  
Circular 14 S-161, S-171, S-269, S-271,  
S-376.  
Clark, Irwin S-377.  
Clement, Bill S-256.  
College professors and instructors S-142.  
Columbia Broadcasting System S-376.  
Copp-Clarke S-376.  
Council of Minister of Education S-110.  
Curriculum S-109, S-138f, S-141.

Davidson, Bill S-272.  
Decentralization, educational S-399ff.

Dennis, Lloyd S-244.  
Dent publishing S-376.  
Development Review Board S-139.  
Drug abuse S-257ff.  
Duke of York S-478.

Elementary Schools S-471.  
Expropriation S-207f.  
Expropriation Act S-208.

Financial assistance to school authorities  
S-420ff.  
Future Growth and Development  
Committee S-139, S-141.

Gage publishing S-377.  
General Electric S-377.  
General Learning Corporation S-377.  
Globe and Mail, The S-112.  
Grade 13 S-428.  
Grants-in-aid, educational S-189f.

Hall-Dennis report S-137, S-142.  
Harcourt Brace and World S-376.  
Holt, Reinhart and Winston S-376.  
Humphries, Dr. S-428.

India S-142.  
Indians of North America S-158ff, S-269ff.  
Information services, educational S-136ff.  
Inner city schools S-160.  
International Business Machines S-102.  
International Nickel Company S-102.  
Interprovincial Conference on Education  
S-102.

Jackson, Dr. S-244.

Lambert, R. S. S-270.  
Laval, University of S-143.  
Leechman, Douglas S-269.  
Liquor Laws S-189.  
Little, Brown S-377.  
Litton Industries S-366.  
Longman's S-376.  
Lysergic acid diethylamide S-257.

Marijuana S-256f.  
McDiarmid, Garnet S-159, S-271.  
McDonald, Dr. S-13.

McLaren, Donald S-102f.  
Montreal, University of S-143.

Narrol, Harvey S-159.  
Native tribes of Canada S-269f.  
Neil McNeil School S-429.

Olde, Neil S-281.  
Ontario College of Education S-135.  
Ontario Institute for Studies in Education  
S-109f, S-135ff, S-153, S-160, S-173, S-244.  
Ontario Teachers' Federation S-137.

Pakistan S-142.  
Parliamentary procedure S-91f, S-94, S-109.  
Pensions S-208f.  
Pitmans S-376.  
Poverty S-471f.  
Preuter, Ken S-138.  
Public Works, Department of S-135.  
Publishing, educational S-374, S-376.

Research, educational S-135, S-137f.  
Ryerson Press S-270, S-377.

School buildings S-135.  
Schoolteachers, training of S-376, S-388ff.  
Separate schools S-428ff.  
Silver Bardett S-377.

Television in education S-378.  
They Went Exploring S-270.  
Time-Life S-377.  
Tobacco and smoking S-256f.  
Toronto, University of S-141.

United Kingdom of Great Britain and  
Northern Ireland S-142, S-376.  
United States of America S-142, S-376.  
Upward Trail S-270.

Van Nostrand S-377.  
Vietnam S-377.

W5 S-256.  
Walpole Island S-159.  
Western Ontario, University of S-141.

Xerox S-377.

Zwicker, Barry S-112.

## Makarchuk, Mac (N.D.P. Brantford)

Agricultural Rehabilitation Development  
Administration S-42, S-49f.  
Agricultural Research Institute of Ontario  
S-86.  
Allied Chemical S-lxxvii.  
Assessment, farm S-xxiv.

Bell Canada S-52.  
British Mortgage S-lxxvi.

Canada Manpower S-1.  
Canadian Livestock S-7.

Challenge of Abundance S-xxii, S-xxxviii,  
S-lxxxv, S-xc.  
Community Centres Act S-51.  
Compensation payments S-lxii, S-lxxvif.  
Credit, agricultural S-xxii, S-xlvi.  
Crop failure S-lxii, S-lxxvif.

Delhi S-xlix.

Economic Council of Canada S-x, S-50.  
Essex County S-lxxvi.  
Exports S-xxii.

Extension services, agricultural S-xxif,  
S-xxxviii, S-lxxxvf, S-lxxxix, S-xcvii.

Farm products inspection S-68.

Federal-provincial co-operation S-vii,  
S-xviii.

Feed grain S-xxxvf.

Fertilizer industry S-xi, S-xxxvii.

Financial and Commercial Affairs  
Department

4-H Clubs S-xxxviii, S-xcf.

Fruit industry S-35, S-42.

Fuel S-xi.

Grants-in-aid, agricultural S-xi, S-xlii,  
S-xlvii, S-7.

Hansard S-iv, S-xxvi, S-xc, S-31.

Imports S-xviii, S-xix, S-xxiif.

Income, agricultural S-xxv, S-xxix,  
S-lxxxvi, S-7, S-50, S-73.

Information services, agricultural S-viii,  
S-xxxiii, S-xxxviiiif; S-lxxxvi.

Insurance, agricultural S-lxii, S-xxvif.

Interest rates S-vii, S-xi.

Junior farmers S-vii, S-xxxviii, S-lxxxix.

Land utilization S-34f, S-42, S-46.

Leeds County Farmers' Union S-55.

Legal services, agricultural S-viii.

Livestock, agricultural S-xix, S-xxiif, S-2f,  
S-7, S-9, S-77.

Loans to farmers S-vii, S-xi, S-7, S-44.

Machinery, agricultural S-xi, S-xxv,  
S-xxxvii, S-85f.

Management, farm S-xxii, S-lxxxvf.

Manitoba S-7.

Manpower, agricultural S-1, S-lii.

Marketing, agricultural S-ic, S-9, S-53f,  
S-70f.

Marketing boards, agricultural S-xviii, S-9.

McRuer, James C. S-xxii.

Meat inspection S-76.

Meat Packing S-xxxvf, S-76.

Meat prices S-xxxvif, S-7, S-9, S-72f.

Mexico S-35.

Migrant Labour S-xlix, S-lif.

Milk products S-55f, S-58f.

Milk recording S-55f.

Miller, Walter S-71.

Mortgages S-xi.

Niagara Peninsula S-42.

Ontario Crop Insurance Fund S-xliv.

Ontario Food Council S-71ff.

Ontario Fresh Fruit Marketing Board S-86.

Ontario Housing Corporation S-34.

Parliamentary procedure S-iv, S-xxxvi,  
S-lvii.

Price fixing S-xxxvi.

Prices, food S-35, S-72f.

Production, agricultural S-xf, S-xlv.

Research, agricultural S-85f.

Royal Winter Fair S-53.

Salaries and wages, agricultural S-xxxviii,  
S-lxii.

Saskatchewan S-7.

Simcoe S-xlix, S-lii.

Specialization and diversification in  
agriculture S-7.

Stenographic services S-iv.

Telephone services S-52.

Trade and development department S-xi,  
S-34.

United States of America S-xi, S-35.

Vertical integration, agricultural S-xxv.

Veterinary services S-76f.

Winter Wheat (pamphlet) S-lxii.

## Martel, Elie W. (N.D.P. Sudbury East)

Algonquin Road S-573f, S-594, S-644.

Applan Way S-553.

Armstrong Construction S-603.

Baker, Henry S-513.

Belisle, Senator Rheel S-598f.

Bill 168 S-437.

British Columbia S-514, S-518.

Brown, Clifford S-323.

Canadian National Railways S-552.

Clarke, Mrs. L. S-605.

Construction, highway S-593ff, S-616f,  
S-628, S-632, S-641ff, S-667f, S-684, S-694.

Contracts, highway S-510, S-513f, S-519f,  
S-562, S-602, S-607ff, S-645ff.

Cooper, Cameron S-514.

Curriculum S-287ff.

Dimensions S-117.

Dominion Bureau of Statistics S-514f, S-518,  
S-520.

Ella Lake S-543.

Elliot Lake Centre for Continuing  
Education S-121.

Expropriation S-510f.

FCP General Contracting S-645ff.

Fort Erie S-512, S-523.

French, G. E. S-599, S-604.

Gerrard Construction S-608.

GO Transit (see also Railroads) S-511,  
S-714, S-716ff.

Graduate Studies S-162f.

Grants-in-aid, agricultural S-xlvii.



Grants-in-aid, educational S-191.  
Grants-in-aid, highways and roads S-628.  
Guignon, Mrs. P. S-598.  
Guy, Lionel S-607ff.  
Guy, Norman S-598.

Hall-Dennis report S-363f, S-366.  
Hallemann Construction S-603, S-608, S-610.  
Hamilton S-553.  
Hanlan, Mr. S-289.  
Hansard S-668.  
Highway 3 S-512f, S-523.  
Highway 3C S-512.  
Highway 11 S-594, S-597.  
Highway 17 S-579, S-594, S-597.  
Highway 20 S-513.  
Highway 58 S-512f, S-523.  
Highway 64 S-598ff.  
Highway 69 S-552f, S-593f, S-597f, S-600.  
Highway 144 S-595f.  
Highway 400 S-572, S-594, S-597f.  
Highway 406 S-512f, S-523.  
Highway 537 S-572f.  
Highway 539 S-602ff.  
Highway 545 S-604f.  
Highway 560 S-641f.

Indians of North America S-158f, S-160f,  
S-581f.  
Information services, educational S-117.  
International Nickel Company S-556.

Joseph Island S-628.

Kenora S-616.  
Kramer S-603, S-608, S-610.

Land and Forests, Department of S-574,  
S-581.

Laurentian University S-360.  
Legal services, highways S-545f.  
Livestock, agricultural S-ci.

Macdonald-Cartier Freeway S-594, S-597.  
Maintenance, highway S-561f, S-570ff,  
S-579, S-581ff.  
Manitoba S-570.  
Mathematics S-99.  
Monetville S-598, S-601.  
Muir, Mr. S-608f.

New Approach Mathematics S-288.  
Niagara Peninsula S-512f, S-523.  
Nipissing S-599.  
Noelville S-598ff.  
North Bay Nugget S-600f.

Ontario Catholic Teachers Federation  
S-192, S-362.  
Ontario Institute for Studies in Education  
S-123, S-161f.  
Ontario Motor League S-515, S-547.  
Ontario Teachers' Federation S-362.

Parliamentary procedure S-507, S-667f,  
S-677ff, S-718.  
Paul, F. C. S-651f.  
Pensions S-191ff.  
Port Colborne S-512, S-523.  
Publishing, educational S-375, S-378.  
Purdue University S-555.

Regina S-513, S-520.  
Reid, Mr. (DHO) S-605.  
Research, educational S-123.  
Research, highway S-520, S-551ff, S-594f.

St. Catharines S-523.  
Sanco Construction S-602f, S-607ff, S-644,  
S-648.  
Saskatchewan S-513ff, S-518ff.  
Sawchuk and Peach report S-644f.  
School buildings S-355, S-364.  
Schoolteachers, training of S-357ff, S-362ff,  
S-380.  
Separate schools S-426, S-430, S-436.  
Separate Schools Act S-95.  
Signs, highway S-543.  
Solminsky, Mr. S-xvi, S-16f, S-23.  
Specialization and diversification in  
agriculture S-ci.  
Standards in education S-101.  
Star-Nell Construction S-603, S-607ff, S-648.  
Sudbury S-599, S-643.  
Swansea Construction Limited S-645ff.

Tax, gasoline S-546f.  
Teachers Superannuation Act S-195.  
Television in education S-328, S-367.  
Toll bridges S-546.  
Toronto S-163.  
Trans-Canada Highway S-572, S-595,  
S-628.

Union of Soviet Socialist Republics S-552f.  
United Kingdom of Great Britain and  
Northern Ireland S-551f.

Warren S-599, S-602.  
Welland S-512, S-523.  
Woodruff, Mr. S-364f.  
World Highway Conference S-540.

## MacNaughton, Hon. C. S. (P.C. Huron)

Ontario Milk Marketing Board S-58.

## McNab, A. T. C.

Bramalea Consolidated Development  
S-589ff.  
Burnfield, R. S-593.

Construction, highway S-589ff, S-624f.  
Contracts, highway S-521, S-559f.

GO Transit (see also Railroads) S-719,  
S-721.  
Governor's Road S-584.  
Highway 7 S-589.  
Maintenance, highway S-559f, S-584.  
Maps, highway S-540f.  
Port Colborne S-624f.  
Research, highway S-554.  
Roads, county S-584.

St. Lawrence Seaway S-624f.  
Signs, highway S-544f.  
Thorold S-624.  
Trans-Canada Highway S-538.  
Union of the Soviet Socialist Republics  
S-554.  
Welland Canal S-624f.  
Williams, Robert C. S-593.

## Meen, Arthur K. (P.C. York East)

Allen Expressway S-635.  
Chicago, Illinois S-722.  
Construction, highway S-635, S-652, S-694f.  
Council for the Arts S-177.  
Council of Ministers of Education S-103.  
Curriculum S-287.  
Ferriman, Douglas S-548.  
GO Transit (see also Railroads) S-704,  
S-718, S-722.  
Highway Traffic Act S-528.  
Indians of North America S-170.

Metropolitan Educational Association  
S-314.  
Ontario Institute for Studies in Education  
S-170f.  
Parliamentary procedure S-718.  
Paul, F. C. S-652.  
Pensions S-203, S-211f.  
Research, highway S-548f.  
Schoolteachers, training of S-392.  
Television in education S-314.  
Yost, E. S-313f.

## Morin, Jules (P.C. Ottawa East)

Curriculum S-98.

Standards in education S-98.

## Morningstar, Ellis P. (P.C. Welland)

Construction, highway S-624, S-685.  
Highway 3 S-530.  
Highway 3A S-523.  
Highway 8 S-530.  
Highway 406 S-523.  
Parliamentary procedure S-507.  
Port Colborne S-522f, S-624.

Port Robinson S-522.  
Queen Elizabeth Way S-530.  
St. Catherines S-523.  
Thorold S-522.  
Toll bridges S-526.  
Welland S-522f.

## Morrow, Donald H. (P.C. Ottawa West)

Schoolteachers, training of S-367.

## McNeil, R. K. (P.C. Elgin)

Prices, food S-xcix.

## Newman, Bernard (L. Windsor-Walkerville)

Architectural services S-411f.  
Athletic scholarships S-499.  
Audio-visual education S-349f.

California S-554.  
Catherine, Margo Jane S-394.  
Chou, Norma S-286.  
Community Colleges S-99, S-464f, S-480f,  
S-487, S-492.  
Community services S-498, S-500.  
Construction, highway S-697, S-611, S-615f,  
S-618, S-633, S-650, S-681.  
Contracts, highway S-563.  
Correspondence courses S-394.  
Council for the Arts S-176f, S-185.  
Council of Minister of Education S-99f.  
Curriculum S-285ff, S-293.

Elementary schools S-99.

Films and education S-350.  
Financial assistance to school authorities  
S-454f, S-462.  
Forster Collegiate S-503.

Grants-in-aid, educational S-185.  
Grants-in-aid, highways and roads S-681f.

Hansard S-347.  
Highway 3 S-615.  
Highway 18 S-537, S-615.  
Highway 98 S-578.

Kormos, Peter S-394.

Lands and Forests, Department of S-576.

Maintenance, highway S-563ff, S-567ff,  
S-580.  
Manpower training S-464f.  
Maps, highway S-540f.  
Montana S-554.

Ontario Educational Association S-177.  
Ontario Institute for Studies in Education  
S-162.  
Ontario Society for Crippled Children  
S-176.

Parliamentary procedure S-633.  
Pensions S-201, S-203f.  
Publishing, educational S-379.

Recreation training S-500.  
Research, educational S-162.  
Research, highway S-553f.  
Riverside High School S-286.

St. Clair College S-492.  
St. Clair Parkway S-537, S-615.  
School buildings S-178, S-455f.  
Secondary schools S-99.  
Standards in education S-99.  
Student employment S-576f.  
Subways S-682.

Technical education S-99f.  
Television in education S-350.  
Toronto S-682.

United Kingdom of Great Britain and  
Northern Ireland S-554.

Washington (U.S. state) S-554.  
Windsor S-681.

## Newman, William (P.C. Ontario South)

Amphetamines S-258.

Drug abuse S-258f.

Guelph, University of S-82.

Land utilization S-41f.  
Lysergic acid diethylamide S-258.

Macdonald Institute S-82.  
Milk products S-56.  
Milk recording S-56.

Ontario Food Council S-72.  
Ontario Veterinary College S-82.

Parliamentary procedure S-93.  
Philosophy of education S-299.

## Nixon, Robert F. (L. Brant)

Assessment, farm S-xxviii.

Compensation payments S-lxviii.  
Credit, agricultural S-xxviii.  
Crop failure S-lxiiiif.  
Curriculum S-129.

Exhibitions, agricultural S-liii.  
Extension services, agricultural S-xxf.

Hall-Dennis report S-242ff.  
Hansard S-xxix.

Income, agricultural S-xxviff.  
Insurance, agricultural S-lxixff, S-lxxii.

Junior Farmer Establishment Loan S-xxvi.  
Junior farmers S-xxvi, S-xxviii.

Loans to farmers S-xxvi.



McRuer, James C. S-xxii, S-xxvii.

Ontario College of Education S-130.  
Ontario Institute for Studies in Education  
S-128ff.

Parliamentary procedure S-xxvi, S-xxix,  
S-128.  
Public Works, Department of S-129, S-131.

Research, educational S-129ff.

School buildings S-131.  
Schoolteachers, training of S-129.

Toronto, University of S-130.

York Club S-129, S-131.

## Paterson, Donald A. (L. Essex South)

Agricultural Rehabilitation Development  
Administration S-xlv.  
Agriculture Department (Canada) S-67.  
Assessment S-xiv.

Caribbean S-xlviif.  
Compensation payments S-xlv.  
Co-operative association S-liif.  
Co-operative Loans Act S-lii.  
Crop failure S-xiv, S-lxiv, S-lxvii,  
S-lxxviiif.

Electronic data processing S-xli.  
Essex County S-xiv.

Farm products inspection S-66f.  
Federal-provincial co-operation S-xiv.  
Financial and Commercial Affairs  
Department S-67.

Grants-in-aid, agricultural S-xiv, S-xlvi.

Hayes plan, the S-liii.  
Health Department S-67.

Income, agricultural S-xxxix.

Insurance, agricultural S-lxiv, S-lxvii,  
S-lxxviiif.  
Interest rates S-xliif.

Labour Department S-67.  
Loans to farmers S-xiv, S-lii.

Machinery, agricultural S-xivf.  
Manpower, agricultural S-xlviif.  
Maritime provinces S-xlvi.  
Migrant Labour S-xlviif, S-lii.  
Municipal Affairs Department S-xxviii.

Newfoundland S-xlvi.  
S-129.

Ontario Farm Products Marketing Board  
S-66f.

Parliamentary immunity S-iv.

Quebec, province of S-xlviif.

Societies, agricultural S-liii.  
Soya beans S-xivf.  
Specialization and diversification in  
agriculture S-xxxiii.

Tax, property S-xiv.

## Pilkey, Clifford G. (N.D.P. Oshawa)

Construction, highway S-616.

GO Transit (see also Railroads) S-718ff.

Oshawa S-718ff.

Pickering S-719f.

## Pitman, W. G. (N.D.P. Peterborough)

Agricultural Rehabilitation Development  
Administration S-341.  
Alberta S-144, S-149.  
Appendix S-435, S-441.  
Architectural services S-410ff.

Boy Scouts S-178, S-186.  
Brio, Peter S-327.

Canadian Association for Adult  
Education S-187, S-490.  
Canadian Broadcasting Corporation S-341f.  
Canadian Geographic S-274.

Canadian Manufacturers Association  
S-178.  
Canadian Studies S-149f.  
Catholic Parent Teacher Association S-186.  
Channel 19 S-303ff, S-323ff.  
Children's Aid Society S-383.  
Community Colleges S-487ff, S-496.  
Community Services S-500.  
Correspondence courses S-394.  
Council for the Arts S-172.  
Council of Minister of Education S-150,  
S-173.  
Curriculum S-127, S-225f, S-239, S-261,  
S-273, S-280, S-293.

Drug abuse S-260.

EVR S-304ff.

Films and Education S-352.

Financial assistance to school authorities  
S-417, S-420, S-438, S-453, S-458, S-462.

Flower, George S-172.

French Canada S-149.

Fund for Rural Economic Development  
S-341.

Girl Guides S-178, S-186.

Globe and Mail, The S-125, S-262, S-463.

Grade 13 S-238f, S-249, S-383, S-386ff,  
S-422.

Hall-Dennis report S-127f, S-172f, S-223,  
S-239f, S-294, S-348f, S-352, S-359, S-362,  
S-368, S-458, S-491, S-501.

History, Canadian S-145, S-149, S-273ff.

Hodgetts, Bernie S-150.

Home and School S-150, S-185ff.

Ide, T. R. S-303, S-349.

Indians of North America S-155ff.

Information services, educational S-516.

Kahn, H. K. S-355.

Katz, Joseph S-125.

Keates, Pete and Marwick S-150.

Kelsey, John S-355.

Kierans, Eric S-186.

London S-460.

Look Magazine S-274.

Lorimer, James S-459.

Macleans S-274.

MacLeod report S-387.

McNabb, Jim S-125.

Metropolitan Educational Association  
S-303f, S-323ff.

Middlesex County School Board S-460.

Newsweek S-275.

Ontario College of Education S-357.

Ontario Educational Association S-341.

Ontario Institute for Studies in Education  
S-121f, S-124ff, S-127f, S-144f, S-149ff,  
S-154ff, S-172f, S-188.

Ontario Public School Trustees Association  
S-187.

Ontario School Trustees Association S-187.

Ontario School Trustees Council S-188.

Ontario Secondary School Teachers'  
Federation S-125, S-385.

Ontario Teachers' Federation S-125, S-463.

Ontario Temperance Federation S-189,  
S-191.

Orbit S-156.

Pensions S-201f.

Philosophy of education S-220ff, S-238.

Public Schools Act S-460.

Recreation training S-502.

Registrar S-249.

Research, educational S-124f, S-127f, S-155.

Ryerson Polytechnical Institute S-491,  
S-497.

Saver, Doug S-385.

Scholarships S-249.

School boards, reorganization of S-261f.

School buildings S-178, S-186ff, S-354.

School buses S-453f.

School progress S-410.

Schoolteachers, training of S-155, S-353ff,  
S-383ff.

Separate schools S-422, S-443, S-441.

Sports Illustrated S-274.

Student records S-463.

Television in education S-260, S-292, S-297,  
S-303ff, S-323ff, S-340ff, S-348, S-352.

Time-Life S-274.

Toronto, University of S-125, S-154.

Trinity College S-149.

United Church of Canada S-460.

United States of America S-144, S-149,  
S-172.

What Culture, What Heritage? S-149.

## Preuter, Ken

Graduate Studies S-162f.

Indians of North America S-161ff.

London S-63.

Ontario Institute for Studies in Education  
S-161ff.

Ontario Teachers' Federation S-162.

Research, educational S-162.

Snell, Blanche S-161.

Toronto S-163.

Western Ontario, University of S-163.

## Price, Henry J. (P.C. St. David)

Community Services S-500.

Recreation training S-499f, S-502.

## Pritchard, Mrs. Ada (P.C. Hamilton West)

Parliamentary procedure S-92.

## Reid, T. Patrick (L.-Lab. Rainy River)

Canadian Broadcasting Corporation S-320f,  
S-330f.  
Canadian Radio Television Commission  
S-321, S-331.  
Channel 17 S-330.

Decentralization, educational S-402ff.

Hall-Dennis report S-234ff, S-245.

Philosophy of education S-225, S-234f.

Television in education S-320f, S-330.

Yost, E. S-333.

## Reid, Tim (L. Scarborough East)

Bowman, K. G. L. S-318.  
Bowron, Al S-347.  
Brown, Clifford S-323.  
Brunner, Jerome S-468.  
Budgets, educational S-114ff.

CFRB S-301.  
Cabbage Town S-391, S-468.  
Canada Pension Plan S-207.  
Canadian Association for Adult Education  
S-301, S-319.  
Canadian Broadcasting Corporation  
S-296ff, S-311ff, S-319ff, S-335, S-345f.  
Canadian Educational Association S-105.  
Canadian Radio and Television Commis-  
sion S-296ff, S-311ff, S-322, S-339, S-346f.  
Candy Coloured Tangerine Flake Stream-  
lined Baby, The S-174.  
Channel 19 S-295ff, S-311ff, S-320ff, S-336f.  
College professors and instructors S-164.  
Community Colleges S-481f.  
Cook, E. J. S-318.  
Correspondence courses S-392.  
Council for the Arts S-174f.  
Council of Minister of Education S-96f,  
S-103ff, S-114, S-164.  
Curriculum S-93f, S-164, S-259ff, S-264.

Decentralization, educational S-398.  
Don Mills Collegiate S-265.  
Drug abuse S-250ff, S-262ff.  
Dupre, Stephen J. S-134.

Educational Television Authority S-302.  
Electronic data processing S-114f.  
Elementary schools S-456f, S-471.

Family Health in a Changing World  
S-253.  
Financial assistance to school authorities  
S-413ff, S-422ff, S-456.  
Financing education S-134.  
Foster, F. K. S-314, S-322.  
Fraser, R. C. S-314.

Glendon College S-236.  
Grade 13 S-391, S-423.

Grants-in-aid, educational S-95, S-107,  
S-174f, S-179ff, S-190f.  
Growing into Maturity in a Changing  
World S-253.

Hall-Dennis report S-235ff, S-423, S-472.  
Handicapped, education of S-465ff.  
Hansard S-104, S-106, S-165, S-321, S-346.  
Head, Wilson A. S-465f.  
Health Education Curriculum S-263.  
Holt, Rinehart, Winston S-379.

Information services, educational S-116.

Jensen, A. R. S-468.  
John Birch Society S-265.

Kindergarten S-134, S-456, S-471.  
Kormos, Peter S-393.

Labour College of Canada S-190.  
Labour Relations Board S-481.  
Lakehead University S-482.  
Laneway School S-134.  
London S-163.  
Lysergic acid diethylamide S-252.

MAD (Music, Arts and Drama) S-174.  
MacLeod report S-371.  
MacNeill, J. M. S-299f.  
Manpower training S-472.  
Marijuana S-252ff.  
McCarthy, J. R. S-458.  
McClure, George S-252.  
McCormick, Thelma S-466.  
Metropolitan Educational Association  
S-296ff, S-311ff, S-320ff.

National Ballet School S-184.  
National Educational Television Confer-  
ence S-299.  
National Film Board S-353.  
Northern Electric S-348.

O'Keefe Center S-174.  
Ontario Institute for Studies in Education  
S-123f, S-135, S-163ff.  
Ontario Library Association S-301, S-346.



Ontario Medical Association S-250, S-252ff.  
Ontario Student Award Programme S-467.  
Ontario Teachers' Federation S-371.  
Ottawa Board of Education S-348.

Park School S-134.  
Parliamentary procedure S-91ff, S-104.  
Pensions S-195ff, S-206.  
Philosophy of education S-235ff.  
Physical Health Education in the Intermediate Division S-250.  
Poverty S-468ff.  
Princess Margaret Hospital Lodge S-262.  
Priorities in Education S-133f.  
Programme Administration S-409.  
Pumphouse Gang, The S-174.

Regent Park School S-134.  
Research, educational S-133, S-135.  
Rogers, Ted S-301.  
Ross, J. S-318.

SACU S-165f.  
SATO S-165ff.  
Salaries and wages, educational S-95f.  
School buildings S-364.  
Schoolteachers, training of S-164, S-358, S-364, S-371, S-380.  
Separate schools S-422, S-430ff, S-439.  
Sex education S-264f.

Sir Wilfred Laurier Collegiate S-250.  
Skuce, Robin S-183.  
Student Aid S-107.  
Student records S-114ff.  
Student travel S-219.  
Student unrest S-95.

Taylor, Douglas S-265.  
Teachers' Superannuation Act S-196.  
Telegram, The S-265.  
Television in education S-105f, S-295ff, S-311ff, S-316ff, S-320ff, S-335f, S-339, S-345ff, S-393, S-482.  
Testing, educational S-166ff.  
Thomas, Alan S-319.  
Tobacco and smoking S-250ff.  
Toronto Daily Star S-264, S-458.  
Trube, Ross E. S-167.  
Trustees, school S-179ff.

United States of America S-164f, S-174.  
University Faculty S-108.

Venereal disease S-263.

Wolfe, Tom S-174.

York University S-237.  
Yost, E. S-311, S-313.  
Young Voyageur Program S-219f.

## Renwick, James (N.D.P. Riverdale)

Community Colleges S-493ff.  
Contracts, highway S-550ff.

Expropriations S-208.

Hall-Dennis report S-493.

Maintenance, highway S-559ff, S-574f.

Pensions S-208f.

Ryerson Polytechnical Institute S-497f.

## Renwick, Mrs. Margaret (N.D.P. Scarborough Centre)

Migrant Labour S-li.

Social and family services, department of S-li.

## Reuter, Allan E. (P.C. Waterloo South)

Manpower, agricultural S-li.

## Rollins, Clarke T. (P.C. Hastings)

Construction, highway S-647.

## Root, John (P.C. Wellington-Dufferin)

Bramalea S-721.  
Brampton S-721.  
Burlington S-20.

Compensation payments S-lxx.  
Crop failure S-lxxf.

Drug abuse S-272.

Exhibitions, agricultural S-xciii.

Exports S-xxii.

Extension Services, agricultural S-xciii.

Feed grain S-ci, S-civ.

4-H Clubs S-xcii.

Galt S-721.

Georgetown S-521.

GO Transit (see also Railroads) S-721.

Grants-in-aid, agricultural S-xif, S-xlvif.

Grants-in-aid, highways and roads S-xi.

Guelph S-721.

Health Department S-22.

Highway 9 S-544.

Highway 24 S-543.

Highway 27 S-721.

History, Canadian S-275.

Hydro, rural S-xi.

Imports S-xii, S-xxii.

Indians of North America S-272.

Insurance, agricultural S-liv, S-lxxf.

Kapuskasing S-ci.

Kitchener S-721.

Land utilization S-xlvi, S-20.

Livestock, agricultural S-xciif, S-ci.

Macdonald-Cartier Freeway S-721.

Maintenance, highway S-578f.

Management, farm S-cii.

Manitoba S-civ.

Marketing, agricultural S-xif.

Oakville S-20.

Pesticides S-22.

Production, agricultural S-xif.

Reamon, Dr. S-272.

Research, agricultural S-xii.

Research, highway S-555.

Salaries and wages, agricultural S-xii.

Sigs, highway S-543f.

Tax, inheritance S-xii.

Tobacco and smoking S-272.

Toronto S-20, S-721.

Trans-Canada Highway S-539.

Union of the Soviet Socialist Republics S-20.

United States of America S-22.

Waterloo S-721.

## Ruston, Richard F. (L. Downsview)

Central Community Telephone Company

Limited S-51f.

Centralia College S-79.

Compensation payments S-ix, S-64.

Co-operative Zone Act S-49.

Credit, agricultural S-lvii.

Crop failure S-lxvii, S-lxxix.

Dunnville S-51.

Economic aspects of agriculture S-viii.

Employment S-viiif.

Erin S-51.

Essex County S-lxvii, S-13, S-516f.

Farm Land Rental Act S-48.

Federal-provincial co-operation S-ix, S-51.

Grain S-ix.

Grants-in-aid, agricultural S-xlvif, S-12.

Guelph, University of S-13.

Holstein Friesian Association of Canada  
S-64.

Imports S-vii.

Incentives to industry S-viii.

Income, agricultural S-xxv, S-xxxiii.

Insurance, agricultural S-ix, S-lxvif,  
S-lxxix.

Jones, Professor George S-13.

Junior Farmer Establishment Loan S-80.

Kent County S-lxvii, S-13, S-516.

Land utilization S-20, S-37, S-41f, S-51.

Livestock, agricultural S-12f, S-56.

Management, farm S-viii.

Marketing boards, agricultural S-xxxviii.

Meat prices S-74.

Milk products S-56f, S-64f.

Municipal Affairs Department S-ix, S-20,  
S-41.

Ontario Food Council S-74.

Ontario Milk Marketing Board S-64.

Parliamentary procedure S-lxxvii, S-xcii.

Pasenau, Mr. S-64.

Prices, food S-viii, S-74.

Production, agricultural S-ix, S-42.

Research, agricultural S-86.

Ridgetown College of Agricultural  
Technology S-78ff.

Roads, county S-516f.

Royal Winter Fair, S-53.

Soya beans S-ix.

Tax, income S-viii.

Tax, school S-ix.

Telephone services S-51f.

Trade and development department S-viii.

Unions S-viii.

Windsor Star S-80.

## Sargent, Eddie (L. Grey-Bruce)

Bramalea S-40.

Compensation payments S-lxxvff.  
Construction, highway S-655, S-662ff,  
S-680ff, S-688ff.

Contracts, highway S-666, S-692ff.

Expropriation S-690ff.

GO Transit (see also Railroads) S-710f,  
S-715, S-717, S-722f.

Grants-in-aid, highways and roads S-683f,  
S-694.

Grey County S-666f.

Highway 10 S-662.

Highway 26 S-655.

Insurance, agricultural S-lxxii, S-lxxvf.  
Insurance, automobile S-lxxvii.

Land utilization S-39f.

Loans to farmers S-lxxv.

Marketing, agricultural S-40.  
Monorails S-715.

Owen Sound S-711.

Parliamentary procedure S-lxxviiiif, S-680f.  
Production, agricultural S-40.

Queen Elizabeth Way S-663.

San Francisco S-710.  
Subways S-683f, S-694.

Talisman Resort Hotel S-666.

Tax, property S-40.

Tobermory S-717f.

Toronto S-683f, S-710.

Toronto Dominion Centre S-710.

United Kingdom of Great Britain and  
Northern Ireland S-40.

United States of America S-711.

## Sewell, R.

Electronic data processing S-xl.

Grants-in-aid, agricultural S-xlii.

Loans to farmers S-xlviii.

## Singer, Vernon M. (L. Downsview)

Bramalea Animal Hospital S-588, S-593.

Bramalea Consolidated Development  
S-588ff.

Bramalea Fruit Market S-588f, S-593.

Bramalea, Supertest S-588f, S-593.

Chinguacousy township S-588.

Construction, highway S-588ff, S-628, S-630,  
S-633ff.

Highway 7 S-588f.

Highway 144 S-634.

Joseph Island S-628.

Macdonald-Cartier Freeway S-634.

Parliamentary procedure S-633.

Toronto S-634f.

Ward, Mr. S-588f, S-593.

Williams, Robert C. S-588f, S-591, S-593.

## Smith, Gordon E. (P.C. Simcoe East)

Curriculum S-259.

Electronic data processing S-xl.  
Exports S-73f.

Korea S-81.

Ontario Food Council S-73f.

School boards, reorganization of S-250.  
Student Aid S-78, S-80.

Telephone services S-52.

United Kingdom of Great Britain and  
Northern Ireland S-73f.

University Affairs Department S-80.

## Smith, John R. (P.C. Hamilton Mountain)

Brock, General S-272.

Channel 19 S-351.  
Community colleges S-487.

Community services S-498.  
Council for the Arts S-174, S-176.  
Cousins, John S-272.



Eskimos S-161f.  
 Financial assistance to school authorities  
 S-413, S-453.  
 Grants-in-aid, educational S-174.  
 Great Whale River S-161.  
 Hamilton Art Gallery S-176.  
 Hansard S-93, S-104, S-173, S-478.  
 Indians of North America S-272.  
*King Size* cigarette cartoon S-256.  
 Moosonee Educational Centre S-121.  
 Olde, Neil S-281.

Ontario Institute for Studies in Education  
 S-121, S-173.  
 Parliamentary procedure S-91ff, S-104,  
 S-128.  
 Recreation training S-502.  
 Ryerson Polytechnical Institute S-479,  
 S-497.  
 Salaries and wages, educational S-95.  
 Schoolteachers, training of S-353.  
 Separate schools S-430.  
 Television in education S-293, S-295, S-351.  
 Tobacco and smoking S-255f.  
 United Kingdom of Great Britain and  
 Northern Ireland S-161f.

## Snow, James W. (P.C. Halton East)

Livestock, agricultural S-56f.  
 Milk products S-56f.

Ontario Food Council S-72.  
 Ontario Milk Marketing Board S-56.  
 Regina S-520.

## Sopha, Elmer W. (L. Sudbury)

Brady Expressway S-630ff.  
 Chapleau S-630f.  
 Construction, highway S-621f, S-629ff.  
 Falconbridge Nickel Mines S-630.  
 Frost, Leslie S-630.  
 Highway 17 S-633.  
 Highway 144 S-629ff.

International Nickel Company S-630.  
 Noranda S-630.  
 Societies, agricultural S-liii.  
 Spooner, Wilfred S-630f.  
 Sudbury S-629ff.  
 Texas-Gulf Sulphur S-630.  
 Timmias S-629ff.

## Spence, John P. (L. Kent)

Chicago, Illinois S-xiv.  
 Collingwood S-xviii.  
 Compensation payments S-xiii, S-17.  
 Contracts, highway S-562.  
 Credit, agricultural S-xxxiv, S-xlvii.  
 Crop failure S-lxiii.  
 Economic aspects of agriculture S-xiv,  
 S-xxxiv.  
 Electronic data processing S-546.  
 Essex County S-xiv, S-lxxx.  
 Farm Credit Corporation S-lxxxvii.  
 Federal-provincial co-operation S-xiv.  
 Feed grain S-11.  
 Fertilizer industry S-xiv.  
 Freight rates S-xiv.  
 Goderich S-xviii.  
 Grain S-xliif, S-xviii, S-22f.  
 Grant-in-aid, agricultural S-xliif, S-liii.  
 Grants-in-aid, highways and roads S-521f.

Hamilton S-xiv.  
 Highway 2 S-580.  
 Highway 3 S-580.  
 Imports S-xiv.  
 Income, agricultural S-xxxiv, S-23.  
 Insurance, agricultural S-lxii, S-lxxiii,  
 S-lxxx.  
 Junior Farmer Establishment Loan  
 S-lxxxvii, S-14.  
 Kent County S-xiv, S-lxxx.  
 Lambton County S-xiv.  
 Livestock, agricultural S-11.  
 Loans to farmers S-xlviii.  
 Macdonald-Cartier Freeway S-580.  
 Machinery, agricultural S-xiv.  
 Maintenance, highway S-562f, S-580f.  
 Marketing, agricultural S-xiif.

Middlesex County S-xiv.  
Montreal S-xviii.

Oxford County S-xiv.

Parliamentary procedure S-v, S-xxiv.  
Production, agricultural S-xiii.

Roads, township S-521f.

Signs, highway S-544, S-580.  
Soya beans S-xiiiif.

Toronto S-xiv.

United States of America S-xiiiif.

Windsor S-580.

## Spry, G. D.

Financial assistance to school authorities  
S-415.

## Stewart, Hon. William A. (P.C. Middlesex North)

British Columbia S-ciif, S-25.  
Burwash Farm S-10.

Canadian Farm Program S-vi.  
Canadian Broadcasting Corporation S-75.  
Canadian National Exhibition S-c.  
Canadian Relief Fund S-xiii.  
Cash cropping S-13.  
Centralia College S-13, S-77.  
Challenge of Abundance S-26.  
Cheese industry S-49.  
Community Centres Act S-51.  
Compensation payments S-xiiiif, S-xliv,  
S-lviii, S-lxv, S-lxxi, S-14.  
Connell, Bonnie S-c.  
Co-operative Association S-xv, S-lii.  
Co-operative Loans Act S-xv.  
Correctional Services, Department of S-10.  
Credit, agricultural S-vi, S-xxvi, S-xxviii,  
S-xlvii.  
Crop failure S-xiii, S-lviiiif, S-lxxi, S-lxxixf.  
Crop Insurance Act S-lxxi, S-lxxviiiif.  
Crop Insurance Act (Canada) S-lxxi.  
Crop Insurance Commission, The S-lxxiiiif,  
S-lxxvi, S-lxxviii.

Dairy Herd Improvement Association S-3f.  
Dial a menu (pamphlet) S-c, S-75.  
Dominion Bureau of Statistics S-xii.  
Dominion of Canada General Insurance  
Company S-xxxviii.  
Donaldson, Graham S-xcvf.  
Drainage Act of Ontario S-50.  
Ducks unlimited S-lxxiv.

Economic aspects of agriculture S-xii,  
S-xxiv.  
Education, Department of S-51.  
Eftam S-22.  
Electronic data processing S-xliii.  
Elgin County S-xiv.  
Essex County S-lxxivf, S-lxxvi, S-17.  
Exhibitions, agricultural S-ix, S-liii, S-c,  
S-8.  
Expropriation S-35f.  
Extension services, agricultural S-vi, S-x,  
S-xiii, S-xvi, S-xixf, S-xxviii, S-lxxxvff,  
S-xciv.

Farm Credit Corporation S-vif, S-xxvi.  
Farm Land Rental Act S-48.  
Farm Machinery Act S-xv.  
Farm products inspection S-67f.  
Farm Products Marketing Act S-70.  
Federal-provincial co-operation S-vif,  
S-xiii, S-xviii, S-xxvi, S-3f, S-12, S-17f,  
S-48ff.  
Feed grain S-x, S-xvi, S-xxxv, S-cii, S-c,  
S-civ, S-11, S-13.  
Fertilizer industry S-vi, S-xi, S-23.  
4-H Clubs S-xxix, S-xcf, S-xciii, S-xcvi, S-x,  
S-53.  
Freight rates S-23.  
Frost, Leslie S-lxxi.  
Fruit industry S-16ff, S-24ff, S-44ff.

General agreement on tariffs and trade  
S-44.  
Gertler, Dr. S-43.  
Good Eating with Canada's Food Guide  
(pamphlet) S-c, S-75.  
Grain S-v, S-x, S-xviiiif, S-liii, S-22ff.  
Grand Valley Co-operative Association  
S-liif.  
Grants-in-aid, agricultural S-xi, S-xiv,  
S-xliif, S-xlviff, S-liii, S-7, S-9, S-12, S-23.  
Guelph, University of S-ixf, S-10, S-65,  
S-81.

Hamilton, Alvin S-xxvii.  
Hansard S-vii, S-31.  
Hayes, Harry S-lxxi.  
Hayes plan, the S-liii.  
Health Department S-22, S-63.  
Highways, Department of S-xxxviii.  
Holland Marsh S-lxxv.  
Home economics S-c.  
Huron County S-xiii, S-lxxv.

IRMA S-65.  
Imports S-xiii, S-xviiiif, S-xxiif, S-17f, S-44f.  
Income, agricultural S-vi, S-xxivff, S-xxxiv,  
S-23f, S-50.  
Information services, agricultural S-xxxix.  
Insurance, agricultural S-liv, S-lviii, S-lxf,  
S-lxivff, S-lxxiff.  
Interest rates S-vii, S-xi, S-xliiif.

- Joints Breeds Association S-9.  
 Jones, Professor George S-x, S-13.  
 Junior Farmer Establishment Loan S-viii,  
     S-xxvi, S-xxviii, S-lxxxvii, S-14, S-80.  
 Junior Farmer Loan Board S-vif.  
 Junior Farmer Loans Act S-vii.  
 Junior farmers S-vii, S-xxvi, S-xxviii,  
     S-xcvi.  
 Kapuskasing S-civ.  
 Kent County S-lxxiv, S-17.  
 Lambton County S-lxxiv.  
 Land utilization S-xxxvii, S-16ff, S-24ff,  
     S-33ff, S-43ff, S-48, S-50f.  
 Lands and Forests, Department of S-lxxiv.  
 Leeds County Farmers' Union S-55.  
 Liberal Party S-lxxv.  
 Livestock, agricultural S-vi, S-x, S-xiif,  
     S-xvi, S-xix, S-xxiff, S-xxxv, S-xciv,  
     S-xcviii, S-xif, S-3ff, S-56f, S-77.  
 Loans to farmers S-vif, S-xv, S-xxvi,  
     S-xlvi, S-lxxvff.  
 Machinery, agricultural S-vi, S-xv, S-xxv,  
     S-xcvff, S-17.  
 Management, farm S-vi, S-xiii, S-xcii.  
 Manitoba S-lxxi, S-9.  
 Manpower, agricultural S-xlvi, S-lii.  
 Marketing, agricultural S-8f, S-22, S-68ff.  
 Marketing boards, agricultural S-x, S-xiii,  
     S-xviii, S-xxxiif, S-lxxiii, S-68ff.  
 Marritt, Ted S-69.  
 McCague, George S-54f.  
 McDonald, Dr. S-13.  
 Meat inspection S-76f.  
 Meat Inspection Act S-68.  
 Meat packing S-76f.  
 Meat prices S-8, S-72.  
 Middlesex County S-xvi, S-lxxiv.  
 Migrant labour S-lii.  
 Migratory Birds Act S-lxxiv.  
 Milk Act S-54f, S-57.  
 Milk products S-54ff, S-63ff.  
 Milk recording S-3f.  
 Mortgages S-vii, S-xi.  
 Moyle, Ruth S-c.  
 Municipal Affairs Department S-v, S-xiii,  
     S-xxiii, S-xxviii, S-43, S-46, S-50.  
 National Dairy Commission S-9, S-55.  
 National Health and Welfare Department  
     (Canada) S-c, S-58f, S-67, S-75.  
 New Liskeard College S-ciii.  
 New Zealand S-xxiii, S-44.  
 Niagara Peninsula S-lxxv, S-17ff, S-24ff,  
     S-34, S-44f.  
 Norfolk County S-lxxi, S-17.  
 Nutrition S-c.  
 Ontario Agricultural College S-ix, S-xvi,  
     S-10, S-86.  
 Ontario Bean Growers' Co-operative S-lii.  
 Ontario Broiler Marketing Board S-70.  
 Ontario Egg Marketing Board S-70.  
 Ontario Farm Machinery Advisory Board  
     S-xcvf.  
 Ontario Farm Products Marketing Board  
     S-70f.  
 Ontario Farm Safety Council S-xcvf.  
 Ontario Federation of Agriculture S-xcii,  
     S-25, S-43.  
 Ontario Food Council S-c, S-71f, S-74f.  
 Ontario Fruit and Vegetable Growers  
     Association S-45.  
 Ontario Milk Marketing Board S-5, S-54f,  
     S-57f, S-66.  
 Ontario Onion Board S-68f.  
 Parliamentary procedure S-v, S-xxivf,  
     S-xxix, S-31f, S-86f.  
 Pesticides S-22.  
 Peterborough District Co-operative  
     Services S-lii.  
 Price fixing S-xii, S-xxxvi.  
 Prices, food S-74f.  
 Production, agricultural S-ixff, S-xiii, S-xv,  
     S-44.  
 Quebec, province of S-9.  
 Rainy River S-lxxi, S-cii.  
 Research, agricultural S-ix, S-xvi, S-85f.  
 Ridgetown College of Agricultural  
     Technology S-13, S-77ff.  
 Royal Winter Fair S-c, S-53.  
 Safety, farm S-xcvf.  
 Sahara Desert S-35.  
 Saskatchewan S-cii, S-9, S-11.  
 Schneider, Oscar S-xcvi.  
 Simcoe S-17.  
 Societies, agricultural S-xliii, S-liii.  
 Soil analysis S-xvi, S-16f, S-23.  
 Southwestern Ontario Beef Cattle  
     Producers' Association S-13.  
 Soya beans S-ixv, S-xv.  
 Specialization and diversification in  
     agriculture S-xxxiii.  
 Student aid S-78, S-80.  
 Sweden S-86.  
 Tariffs S-44.  
 Taxation S-46.  
 Telephone services S-52.  
 Toronto Daily Star S-c.  
 Trade and Development, Department of  
     S-50.  
 Treasurer's Department S-43.  
 United Kingdom of Great Britain and  
     Northern Ireland S-3f.  
 United States of America S-x, S-xviii,  
     S-xxiii, S-66.  
 University Affairs, Department of S-80.  
 Utter, Jerry S-34.  
 Vertical integration, agricultural S-xxv.  
 Veterinary services S-76ff.  
 Vineland S-17.  
 Wallaceburg S-xiii.  
 Weeds S-23, S-49.  
 Windsor S-xviii.  
 Woodstock S-xviii.  
 Workmen's Compensation Board, The  
     S-xl, S-xcvf.  
 Your Food Costs (pamphlet) S-75.  
 Your Money's Worth in Food (pamphlet)  
     S-75.



## Stokes, J. E. (N.D.P. Thunder Bay)

Construction, highway S-609, S-660.  
Contracts, highway S-562f.

Dorion S-517.

Grants-in-aid, highways and roads S-518.

Highway 17 S-517, S-545.  
Highway 584 S-535f.  
Highway 643 S-535f.  
Highway 800 S-660f.

Indians of North America S-660f.

Lands and Forests, Department of S-517f,  
S-535, S-660f.

Mines, Department of S-535.  
Muir, Mr. S-609.

New Democratic Party S-lxii.  
Northwestern Ontario Development  
Conference S-535.

Roads to Resources Commission S-517.  
Roads, township S-517f.

Superior Airways S-535f.

## Villeneuve, Osie F. (P.C. Glengarry)

Construction, highway S-611f.

Extension services, agricultural S-lxxxix.

GO Transit (see also Railroads) S-707.

Highway 417 S-611.

Land utilization S-38.

Niagara Peninsula S-38.

Parliamentary procedure S-91.

## Whitney, Norris (P.C. Prince Edward-Lenox)

Construction, highway S-682ff, S-688.  
Co-operative Loans Act S-lit.  
Crop failure S-lxvf.

Extension services, agricultural S-xxxviii.

Grants-in-aid, agricultural S-xlii, S-12.  
Grants-in-aid, highways and roads S-682f.

Hansard S-xxviii, S-lvii, S-lxxix, S-31.

Information services, agricultural S-xxxviii.  
Insurance, agricultural S-1xvf.

Livestock, agricultural S-12.

Milk products S-65.

Parliamentary procedure S-iiiiff, S-xxivff,  
S-xxviiiif, S-xxxvi, S-xxxvii, S-lvii,  
S-lxxi, S-xcii, S-31f.

Research, highway S-550f.

Societies, agricultural S-liii.  
Stenographic services S-iv.

## Yakabuski, Paul J. (P.C. Renfrew South)

Hansard S-535, S-556, S-559.

Parliamentary procedure S-507f, S-633,  
S-667f, S-676ff, S-699, S-717f.

## Young, Fred (N.D.P. Yorkview)

Bramalea S-712ff.  
Brampton S-17, S-713f.  
Brantford S-712.  
Bureau of Municipal Research S-712.

Canadian Federation of Agriculture S-39.  
Canadian Pacific Railway Co. S-712.  
Chicago, Illinois S-708.  
Construction, highway S-680, S-695.

Contracts, highway S-561.

Dial-a-menu (pamphlet) S-c.  
Donaldson, Graham S-xciv.  
Drainage Act of Ontario S-50.

Farm products inspection S-67.  
Federal-provincial co-operation S-xiv.  
Fyfe Report S-712.

Georgetown S-713.  
GO Transit (see also Railroads) S-708,  
S-711ff.  
Grants-in-aid, highways and roads S-581f.

Hamilton S-713.

Indians of North America S-581f.

Land utilization S-26ff, S-38f.

Macdonald-Cartier Freeway S-547, S-712f.  
Machinery, agricultural S-xcivff.

Maine S-555.

Maintenance, highway S-561, S-569, S-581f.

Marketing, agricultural S-39.

Niagara Falls S-712f.

Niagara Peninsula S-27.

Ontario Water Resources Commission  
S-712f.

Ottawa S-39.

Owen Sound S-711f.

Parliamentary procedure S-680.

Research, highway S-547f, S-555.

Resources magazine S-555.

Richmond Hill S-708, S-713.

Safety, farm S-xcivff.

Scandinavia S-39.

Signs, highway S-547.

Toronto S-711ff.

Trade and Development, Department of  
S-27, S-39.

United Kingdom of Great Britain and  
Northern Ireland S-39.

Watchman-Warder S-xciv.

Waterloo S-712f.

Waterloo County S-39.

Weston S-712f.

## Yost, E.

Canada Council S-303.

Canadian Broadcasting Corporation S-302.

Metropolitan Educational Association  
S-302ff.

Our Metro S-303.

Television in Education S-302ff.

## By Subjects

### ARDA (see Agricultural Rehabilitation and Development Administration)

### Abandoned Orchards Act

Deans S-15, S-19, S-45f; Stewart S-19, S-45f.

### Abbey, David

Davis S-139, S-143; Lewis S-139.

### Acapulco gold

Ben S-279f.

### Access, highway

Deans S-685f; Gomme S-545, S-656; Innes S-656; McNab, A. T. C. S-545; Stokes S-545.

### Administration, agricultural

Biggs S-v; Burr S-lviii; Gaunt S-lixf. Innes S-xv; Makarchuk S-v, S-xxxixf, S-xlv; Newman, W. S-xlv; Paterson S-xxxviii, S-xlv; Sewell R. S-xl; Stewart S-xl, S-xlvf, S-lviii; Whitney S-xlv.

### Administration, educational

Davis S-113, S-116; Lawlor S-116; Newman, B. S-113; Reid, T. S-114.

### Administration and policy, highways

Adamson, H. M. S-551f; Adcock, H. W. S-539, S-542f, S-547ff, S-552; Allan S-551; Ben S-665f; Bernier S-538ff, S-544; Bidell, W. S-529; Carruthers S-514; Deans S-526ff, S-540, S-542f; Gilbertson S-541f; Gomme S-512, S-515ff, S-524ff, S-536ff, S-544ff, S-551ff, S-664ff; Innes S-508ff, S-524ff, S-544ff; Jessiman S-514, S-518, S-520, S-524, S-530f, S-541; Knight S-537f, S-555; Martel S-510ff, S-518ff, S-523f, S-539f, S-543, S-545ff, S-551ff; McNab, A. T. C. S-521, S-525, S-538, S-540f, S-544f, S-554; Meen S-514, S-528f, S-548f; Morningstar S-522ff, S-526, S-530; Newman, B. S-537, S-540f, S-553f; Root S-539, S-543f, S-555; Ruston S-516f, S-522; Sargent S-664ff; Snow S-520; Spence S-521f, S-544, S-546, S-554; Stokes S-517f, S-521, S-523, S-531, S-535f, S-545; Villeneuve S-518; Whitney S-550f; Young S-523, S-547f, S-555.

### Adult education

Bolton S-480; Davis S-478f, S-480; Lewis S-138; Newman, B. S-478; Pitman S-187; Smith, J. R. S-478f.

### Agricultural education (see also Research, agricultural)

Biggs S-81f; Gaunt S-81ff; Huntley, Dr. D. N. S-80f, S-83; Innes S-82; Newman, W. S-82; Ruston S-78ff; Smith, G. E. S-78, S-80f; Stewart S-78ff, S-83.

### Agricultural Institute of Canada

Biggs S-82.

### Agricultural policy (see also specific names and subjects e.g. Income, agricultural)

Gaunt S-v; Haggerty S-xxxvii; Innes S-xvf; Paterson S-xxxiii; Ruston S-viiiif; Stewart S-xxxiii.

### Agricultural Rehabilitation and Development Administration

Deans S-32. Gaunt S-vi, S-lix, S-25, S-47, S-49. Deans S-32; Gaunt S-vi, S-lix, S-25, S-47, S-49; Lantz, K. E. S-lxxxvii, S-xci; Makarchuk S-42, S-49f; Paterson S-xlvi; Pitman S-341; Stewart S-xxxix, S-xlvi, S-xciv, S-xcviii, S-ciii, S-49f; Young S-50.

### Agricultural Research Institute of Ontario

Burr S-84; Makarchuk S-86.

### Agriculture Department (Canada)

Biggs S-84f; Paterson S-67; Stewart S-vi, S-12.

### AIC Review

Kennedy S-40.

### Air Canada

Lewis S-102.

### Airports

Gomme S-515; Innes S-509; Young S-713f.

### Alberta

Davis S-98, S-144; Huntley, Dr. D. N. S-85; Lewis S-142, S-144; Pitman S-144, S-149; Stewart S-9.

### Alcohol

Davis S-253f; Lewis S-256f; Reid, T. S-250ff.



## **Alcoholism and Drug Addiction Research Foundation**

Knight S-269; Lewis S-256; Reid, T. S-250ff.

## **Algoma County**

Stewart S-lxxiv.

## **Algonquin College**

Davis S-488.

## **Algonquin Road**

Gomme S-573f, S-644; Haggerty S-573;  
Martel S-573f, S-594, S-644.

## **Allen Expressway**

Gomme S-634f; Meen S-635; Singer S-634f.

## **Allied Chemical**

Makarchuk S-lxxvii.

## **American Book Company**

Lewis S-377.

## **American Tobacco Company**

Ben S-280.

## **Amphetamines**

Ben S-282; Lewis S-256; Newman, W. S-258.

## **Anaconda Mines**

Gomme S-536; Stokes S-535f.

## **Andrews, John**

Davis S-122.

## **Appendix**

Bowron, Al S-368; Pitman S-435, S-441;  
Reid, T. S-439.

## **Appian Way**

Martel S-553.

## **Architectural services**

Davis S-410ff; Newman, B. S-411f; Pitman S-410ff; Reid, T. S-413; Smith, J. R. S-410.

## **Aristotle project**

Davis S-112; Lewis S-109f, S-111.

## **Arizona**

Stewart S-66.

## **Armitage Ontario**

Gomme S-612.

## **Armstrong Construction**

Gomme S-606; Martel S-603.

## **Artificial insemination**

Gaunt S-5; Innes S-2f, S-13f; Stewart S-ci, S-ciii, S-3, S-10, S-14.

## **Assessment**

Haggerty S-xxiv, S-33; Paterson S-xiv;  
Stewart S-xxiif, S-45; Whitney S-xxiv.

## **Assessment, business**

Haggerty S-xxiif.

## **Assessment, farm**

Farquhar S-xlii; Gaunt S-v; Haggerty S-xxiv, S-33; Henderson S-xxiv; Hodgson, W. S-xlii; Makarchuk S-xxiv; Nixon S-xxviii; Stewart S-v, S-xxiv.

## **Association of Canadian Radio and Television Artists**

Reid, T. S-295.

## **Atchison College**

Davis S-488.

## **Athletic scholarships**

Davis S-499; Newman, B. S-499.

## **Atlantic Provinces (see also Maritime Provinces)**

Knight S-537.

## **Attorney General, Department of**

Bennett S-li; Evans S-xxxix.

## **Audio-visual education**

Davis S-349f; Newman, B. S-349f; Smith, J. R. S-349.

## **Aurora**

Howard, W. T. S-715

## **Australia**

Davis S-153; Deans S-17, S-19; Stewart S-xxiii, S-17, S-44.

## **Automobile traffic**

Innes S-508ff.

## **Baker, Henry**

Martel S-513.

## **Barber Royal Commission report**

Gaunt S-86; Stewart S-xxvf.

## **Barrie**

Deacon S-721; Evans S-657f; Gomme S-657f; Innes S-509.

## **Beef (see Livestock, agricultural)**

## **Belisle, Senator Rheal**

Martel S-598f.

## SUBJECTS—*Continued*

### **Bell Canada**

Bennett, R. G. S-52; Davis S-348; Gaunt S-52; Lewis S-102; Makarchuk S-52; Reid, T. S-348; Ruston S-52.

### **Belleville**

Biggs S-84; Innes S-655.

### **Benson, Edgar**

Root S-lxx.

### **Bertie Township**

Haggerty S-34.

### **Bill 168**

Martel S-437.

### **Bill 186, An Act to Amend the Teachers' Superannuation Act**

Reid, T. S-206.

### **Bill C179**

Reid, T. S-311f.

### **Bird sanctuaries**

Evans S-lxv; Root S-liii; Stewart S-liv, S-lxxiv.

### **Black Mother**

Lewis S-272.

### **Blackfoot Indian project**

Abbey, David S-160.

### **Bladen, V. W.**

Davis S-185; Reid, T. S-184ff.

### **Boars (see Livestock, agricultural)**

### **Book Society of Canada**

Lewis S-270.

### **Boston University**

Ben S-280.

### **Bot Construction Co.**

Gomme S-644.

### **Boudrea, Jean-Guy**

Belanger S-653.

### **Bowman, K. G. L.**

Reid, T. S-318.

### **Bowron, Al**

Reid, T. S-347.

### **Boy Scouts**

Davis S-170; Lawlor S-170; Lewis S-189; Pitman S-178, S-186.

### **Brady Expressway**

Gomme S-633; Sopha S-630ff.

### **Bramalea**

Haggerty S-33; Root S-721; Sargent S-40; Young S-712ff.

### **Bramalea Animal Hospital**

Singer S-588, S-593.

### **Bramalea Consolidated Developments**

Bidell S-590, S-593; Gomme S-589f; McNab, A. T. C. S-589ff; Singer S-588ff.

### **Bramalea Supertest**

Singer S-588f, S-593.

### **Bramalea Fruit Market**

Singer S-588f, S-593.

### **Brampton**

Root S-721; Young S-713f.

### **Brantford**

Young S-712.

### **Break Down Those Walls**

Lawlor S-241.

### **Bright's Wineries**

Bukator S-26; Huntley, Dr. D. N. S-84.

### **Brio, Peter**

Davis S-327; Pitman S-327.

### **Britain (see United Kingdom of Great Britain and Northern Ireland)**

### **British Columbia**

Gomme S-518; Innes S-2, S-13f; Knight S-113; Martel S-514, S-518; Stewart S-ciif, S-25.

### **British Mortgage**

Makarchuk S-lxxvi.

### **Brock, General**

Smith, J. R. S-272.

### **Brock University**

Davis S-358.

### **Broder Township**

Gomme S-644f.

### **Broilers (see Livestock, agricultural)**

### **Brooks, Barry**

Davis S-123.

**Brown, Alan**

Lewis S-137.

**Brown, Clifford**

Davis S-323; Martel S-323; Reid, T. S-323.

**Brunner, Jerome**

Lewis S-468; Reid, T. S-468.

**Budgets, educational**

Davis S-114ff; Reid, T. S-114ff.

**Bureau of Municipal Research**

Young S-712.

**Burlington**

Deans S-527; Gomme S-527; Kennedy S-40; Root S-20.

**Burlington Skyway (see Toll bridges)****Burnfield, R.**

McNab, A. T. C. S-593; Singer S-588ff.

**Burwash Farm**

Stewart S-10.

**Business and education**

Davis S-109ff; Lawlor S-113; Lewis S-109ff.

**Business Week**

Ben S-279ff; Innes S-509.

**CBLT**

Bullbrook S-349; Davis S-349.

**CFRB**

Reid, T. S-301.

**Cabbage Town**

Reid, T. S-391, S-468.

**California**

Gaunt S-83f; Huntley, Dr. D. N. S-84; Newman, B. S-554.

**Can Farm program**

Gaunt S-vi; Stewart S-vi.

**Canada Council**

Davis S-184; Lewis S-137; Yost, E. S-303.

**Canada Manpower**

Makarchuk S-1.

**Canada Pension Plan**

Causley S-207; Davis S-197; Reid, T. S-207.

**Canadian Association for Adult Education**

Davis S-316; Pitman S-187; S-490; Reid, T. S-301, S-319.

**Canadian Broadcasting Corporation**

Bullbrook S-337ff, S-349; Davis S-105, S-306f, S-311ff, S-319ff, S-330ff, S-345ff; Pitman S-341f; Reid, T. P. S-320f, S-330f; Reid, T. S-296ff, S-311ff, S-319ff, S-335f, S-345f; Yost, E. S-302.

**Canadian Cancer Society**

Davis S-253.

**Canadian Cannery**

Bukator S-26.

**Canadian Education Association**

Davis S-96, S-98f, S-102, S-105; Reid, T. S-105.

**Canadian Federation of Agriculture**

Young S-39.

**Canadian Geographic**

Pitman S-274.

**Canadian Good Roads Association**

Adcock, H. W. S-550; Gomme S-540.

**Canadian Livestock**

Makarchuk S-7.

**Canadian Manufacturers Association**

Pitman S-173.

**Canadian National Exhibition**

Gaunt S-6; Stewart S-c.

**Canadian National Railways**

Deacon S-702ff; Gomme S-651f; Haggerty S-715f; Howard, W. T. S-715; Martel S-552.

**Canadian Pacific Railway Co.**

Deacon S-706; Haggerty S-715f; Howard, W. T. S-715; Young S-712.

**Canadian Radio Television Commission**

Bullbrook S-337ff, S-349; Davis S-296ff, S-305ff, S-311ff, S-331ff, S-345ff; Reid, T. P. S-321, S-331; Reid, T. S-296ff, S-311ff, S-322, S-339, S-346f.

**Canadian Relief Fund**

Stewart S-xiii.

**Canadian studies**

Abbey, David S-128; Davis S-149f; Lewis S-141; Pitman S-149f.



## SUBJECTS—*Continued*

### **Candy Coloured Tangerine Flake streamlined Baby, The**

Davis S-174; Reid, T. S-174.

### **Capital grants (see Grants-in-aid)**

### **Cardinal, Jean-Guy**

Lawlor S-101.

### **Caribbean**

Bennett S-xlviiiif; Paterson S-xlviiiif.

### **Carleton County**

Johnston, W. E. S-lxi.

### **Carleton University**

Davis S-375.

### **Carson, Rachael**

Burr S-84.

### **Cartier project**

Davis S-103, S-111f; Lewis S-103, S-109f,  
S-111.

### **Cash cropping**

Innes S-xvi; Stewart S-13.

### **Catherine, Margo Jane**

Davis S-394; Newman, B. S-394.

### **Catholic Parent-Teacher Association**

Pitman S-186.

### **Cattle (see Livestock, agricultural)**

### **Causley, Mr.**

Davis S-207.

### **Central Community Telephone Company Limited**

Bennett, R. G. S-51f; Ruston S-51f.

### **Centralia College**

Gaunt S-81, S-83; Huntley, Dr. D. N. S-80,  
S-83; Ruston S-79; Stewart S-13, S-77.

### **Challenge of Abundance**

Makarchuk S-xxii, S-xxxviii, S-lxxxv, S-xc;  
Stewart S-26.

### **Champlain Society**

Lawlor S-190.

### **Changing School Districts in Canada**

Lewis S-137.

### **Channel 17**

Reid, T. P. S-330.

### **Channel 19**

Bullbrook S-337ff; Davis S-304ff, S-311ff,  
S-320ff, S-330ff; Pitman S-303ff, S-323ff;  
Reid, T. S-295ff, S-311ff, S-320ff, S-336f;  
Smith, J. R. S-351.

### **Chapleau**

Sopha S-630f.

### **Chaput-Hughes**

Gomme S-635ff; Jackson S-635ff, S-641.

### **Chatelaine**

Pitman S-274.

### **Chatham**

Kennedy S-40.

### **Cheese industry**

Gaunt S-49; Stewart S-49.

### **Chellew, Len**

Abbey, David S-127.

### **Chicago, Illinois**

Burr S-35; Deacon S-704f, S-708; Gomme  
708; Meen S-722; Spence S-xiv; Young  
S-708.

### **Chicago and Northwestern Railroad**

Deacon S-704, S-709; Howard, W. T.  
S-708f.

### **Children's Aid Society**

Pitman S-383.

### **Chinguacousy township**

Singer S-588.

### **Chou, Norma**

Newman, B. S-286.

### **Chrétien, Jean**

Davis S-160f, S-271; Lewis S-271.

### **Circular 14**

Davis S-160f, S-269, S-271, S-374, S-376;  
Lewis S-161, S-171, S-269, S-271, S-376.

### **Civil Service Act**

Martel S-192.

### **Clark, Irwin**

Lewis S-377.

### **Clarke, Mrs. L.**

Martel S-605.

### **Clement, Bill**

Lewis S-256.

## **Cobalt**

Jackson S-643.

## **Coleman**

Haggerty S-xxxvii.

## **College professors and instructors**

Davis S-143; Lewis S-142; Reid, T. S-164.

## **Collegiate Institute Board of Ottawa**

Davis S-348.

## **Collingwood**

Spence S-xviii.

## **Columbia Broadcasting System**

Lewis S-376.

## **Community Centres Act**

Hodgson, W. S-51; Makarchuk S-51;  
Stewart S-51.

## **Community Colleges**

Bolton S-480; Davis S-99; S-464f, S-479ff,  
S-487ff, S-496f; Knight S-479f; Newman,  
B. S-99, S-464f, S-480f, S-487, S-492;  
Pitman S-487ff, S-496; Reid, T. S-481f;  
Renwick, J. S-493ff; Smith, J. R. S-487.

## **Community Services**

Bolton S-501; Davis S-498ff; Newman, B.  
S-498, S-500; Pitman S-500; Price S-500;  
Smith, J. R. S-498.

## **Compensation payments**

Burr S-xiii, S-lviii, S-lxv; Gaunt S-lixf;  
Gilbertson S-lxviii; Henderson S-xliv;  
Makarchuk S-lxii, S-lxxvif; Nixon S-lxviii;  
Paterson S-xlv; Root S-lxx; Ruston S-ix,  
S-64; Sargent S-lxxvff; Spence S-xiii, S-14;  
Stewart S-xiiif, S-xliv, S-lviii, S-lxv, S-lxxi,  
S-14.

## **Confederation College**

Davis S-482; Knight S-479.

## **Connell, Bonnie**

Stewart S-c.

## **Construction, highway**

Adcock, H. W. S-625; Belanger S-653f;  
Ben S-598, S-603, S-605, S-652, S-665ff,  
S-676ff; Bernier S-616ff, S-627; Bidell, W.  
S-590, S-593, S-624, S-626, S-658; Car-  
ruthers S-616; Crosbie, D. A. S-684f,  
S-687f; Deacon S-661f, S-694, S-701f;  
Deans S-677f, S-682, S-684ff; Evans S-634,  
S-657f; Farquhar S-667; Gilbertson S-628f;  
Gisborn S-678f, S-689f, S-699ff; Gomme  
S-587ff, S-593ff, S-600ff, S-612, S-616ff,  
S-620ff, S-633ff, S-641ff, S-671ff, S-681ff,  
S-700ff; Haggerty S-619ff, S-658ff; Hodg-  
son, R. G. S-662; Hodgson, W. S-684; Innes  
S-626ff, S-641, S-654ff, S-664; Jackson

S-635ff, S-641ff, S-652, S-677, S-680f, S-699;  
Johnston, W. E. S-587f, S-633; Kennedy  
S-689; Knight S-653, S-656f; Martel  
S-593ff, S-616f, S-628, S-632, S-641ff,  
S-677ff, S-684, S-694; McNab, A. T. C.  
S-589ff, S-624f; Meen S-635, S-652, S-694f;  
Morningstar S-624, S-685; Newman, B.  
S-607, S-611, S-615f, S-618, S-633, S-650,  
S-681f; Pilkey S-616; Rollins S-647; Sarg-  
ent S-655, S-662ff, S-680ff, S-688ff; Singer  
S-588ff, S-628, S-630, S-633ff; Sopha S-621f,  
S-629ff; Stokes S-609, S-660f; Villeneuve  
S-611f; Whitney S-682ff, S-688; Young  
S-680, S-695.

## **Contracts, highway**

Adcock, H. W. S-569; Gilbertson S-629;  
Gisborn S-700f; Gomme S-516, S-519ff,  
S-559ff, S-569, S-602, S-606ff, S-629, S-645ff,  
S-666, S-671ff, S-692ff, S-700f; Haggerty  
S-564; Innes S-569; Johnston, W. E. S-561f;  
Martel S-510, S-513f, S-519f, S-562, S-602f,  
S-607ff, S-645ff; McNab S-521, S-559f;  
Newman, B. S-563; Renwick, J. S-559ff,  
S-575; Sargent S-666, S-692ff; Spence  
S-562; Stokes S-521; Young S-561.

## **Cook, E. J.**

Reid, T. S-318.

## **Cooper, Cameron**

Martel S-514.

## **Co-operative associations**

Paterson S-liif; Stewart S-xv, S-lii.

## **Co-operative Loans Act**

Paterson S-lii; Stewart S-xv; Whitney  
S-lii.

## **Co-operative Zone Act**

Ruston S-49.

## **Copaco**

Gaunt S-49.

## **Copp-Clarke**

Lewis S-376.

## **Corn (see Grain)**

## **Correctional Services, Department of**

Stewart S-10.

## **Correspondence courses**

Carruthers S-391; Newman, B. S-394;  
Pitman S-394 Reid, T. S-392.

## **Council for the Arts**

Apps S-175f; Davis S-174ff; Lawlor S-175;  
Meen S-177; Newman, B. S-176f, S-185;  
Pitman S-172; Reid, T. S-174f; Smith, J. R.  
S-174, S-176.

## SUBJECTS—*Continued*

### Council of Ministers of Education

Bullbrook S-97; Davis S-96ff, S-98, S-101, S-103ff, S-164; Knight S-112; Lewis S-110; Meen S-103; Newman, B. S-99f; Pitman S-150, S-173; Reid, T. S-96f, S-103ff, S-114, S-164.

### Council of Regents

Davis S-495.

### Cousins, John

Smith, J. R. S-272.

### Credit, agricultural

Makarchuk S-xxii, S-xlvii; Nixon S-xxviii; Ruston S-xlvii; Spence S-xxxiv, S-xlvii; Stewart S-vi, S-xxvi, S-xxviii, S-xlvii.

### Crop failure

Allan S-lxx; Burr S-xiii; Evans S-lxv; Gaunt S-lix, S-lxxx; Gilbertson S-lxvii; Hodgson, W. S-lxiif; Johnston, W. E. S-lxi; Makarchuk S-lxii, S-lxxvif; Nixon S-lxiif; Paterson S-xiv, S-lxiv, S-lxvii, S-lxxviif; Root S-lxxf; Ruston S-lxvii, S-lxxix; Spence S-lxiii; Stewart S-xiii, S-lviiiif, S-lxxi, S-lxxixf; Whitney S-lxvf.

### Crop Insurance Act

Stewart S-lxxi, S-lxxviiiif.

### Crop Insurance Act (Canada)

Stewart S-lxxi.

### Crop Insurance Commission, The

Burr S-lviii; Gaunt S-lx; Stewart S-lxxiiiif, S-lxxvi, S-lxxviii.

### Cultural Exchange Programme

Davis S-101.

### Curriculum

Abbey, David S-127f; Apps S-132; Ben S-279ff; Bullbrook S-97f; Davis S-94f, S-96f, S-98, S-100f, S-106, S-139, S-153, S-225f, S-239, S-250, S-253f, S-264ff, S-273f, S-286ff, S-293; Kennedy S-250; Knight S-240f, S-265f; Lawlor S-240f; Lewis S-109, S-138f, S-141; Martel S-287ff; Meen S-287; Morin S-98; Newman, B. S-285ff, S-293; Nixon S-129; Pitman S-127, S-225f, S-239, S-261, S-273, S-280, S-293; Reid, T. S-93f, S-164, S-250ff, S-264; Smith, G. E. S-259.

### Curry, Walter

Davis S-269.

### Dairy farming (see Livestock, agricultural)

### Dairy Herd Improvement Association

Biggs, E. M. S-55f; Innes S-4; Stewart S-3f.

### Daly, James

Bullbrook S-380.

### Davidson, Bill

Lewis S-272.

### Davis, Trevor

Knight S-479.

### Decentralization, educational

Bullbrook S-395ff; Davis S-395ff; Lewis S-399ff; Reid, T. P. S-402ff; Reid, T. S-398.

### Delhi

Makarchuk S-xlix.

### Dennis, Lloyd

Lewis S-244.

### Dent Publishing

Lewis S-376.

### Designing Education for the Future

Davis S-222.

### Detroit Free Press

Gaunt S-xcix.

### Development Review Board

Lewis S-139.

### Dewey, James

Lawlor S-226.

### Dial a Menu (pamphlet)

Stewart S-c, S-75; Young S-c.

### Dimensions

Davis S-117; Martel S-117.

### Dineen Construction Limited

Gomme S-675.

### Dominion Bureau of Statistics

Biggs S-x; Davis S-96, S-106; Martel S-514f, S-518, S-520; Stewart S-xii.

### Dominion of Canada General Insurance Company

Stewart S-xxxviii.

### Don Mills Collegiate

Reid, T. S-265.

### Don Valley Parkway

Deacon S-703; Gomme S-661, S-675.

### Donaldson, Graham F.

Stewart S-xcvf; Young S-xciv.



## **Dorion**

Stokes S-517.

## **Drainage Act of Ontario**

Stewart S-50; Young S-50.

## **Drake, David**

Ben S-279.

## **Drug abuse**

Ben S-279ff; Davis S-189, S-253f, S-257ff, S-260, S-262f, S-269; Knight S-269; Lewis S-257ff; Newman S-258f; Pitman S-260; Reid, T. S-250ff, S-262ff; Root S-272.

## **Ducks, wild**

Evans S-liv.

## **Ducks Unlimited**

Stewart S-lxxiv.

## **Duke of York**

Davis S-478; Lewis S-478.

## **Dunnville**

Ruston S-51.

## **Dupre, Stephen J.**

Reid, T. S-134.

## **ETV (see Television in education)**

## **EVR**

Davis S-304ff; Pitman S-304ff.

## **Economic aspects of agriculture**

Biggs S-x; Gaunt S-xii, S-46f; Ruston S-viii; Spence S-xiv, S-xxxiv; Stewart S-xii, S-xxxiv.

## **Economic Council of Canada**

Makarchuk S-x, S-50.

## **Education (see specific names e.g. Philosophy of education, etc.)**

## **Education, Department of**

Gilbertson S-xcvii; Hodgson, W. S-xcif; Stewart S-51.

## **Educational television (see Television in Education)**

## **Educational Television Authority**

Reid, T. S-302.

## **Eftam**

Gaunt S-22; Stewart S-22.

## **Electronic data processing**

Davis S-114f; Farquhar S-xlif; Gomme S-546; Hodgson, W. S-xlii; Innes S-546;

Paterson S-xli; Reid, T. S-114f; Sewell S-xl; Smith, G. E. S-xl; Spence S-546; Stewart S-xliiii.

## **Elementary schools**

Davis S-99, S-457ff, S-471; Lewis S-471; Newman, B. S-99; Reid, T. S-456ff, S-471.

## **Elgin County**

Spence S-xiv.

## **Ella Lake**

Martel S-543.

## **Elliot Lake Centre for Continuing Education**

Davis S-121; Martel S-121.

## **Emigration of athletes**

Apps S-133.

## **Employment**

Ruston S-viiiif.

## **Erin**

Bennett, R. G. S-51f; Ruston S-51.

## **Eskimos**

Smith, J. R. S-161f.

## **Essex County**

Allan S-lxx; Burr S-xix; Henderson S-xix; Makarchuk S-lxxvi; Paterson S-xiv; Ruston S-lxvii, S-13, S-516f; Spence S-xiv, S-lxxx; Stewart S-lxxivf, S-lxxvi, S-17.

## **Europe**

Innes S-2.

## **Exhibitions, agricultural**

Gaunt S-6, S-53; Innes S-liii; Paterson S-liii; Root S-xcii; Stewart S-ix, S-liii, S-c, S-8.

## **Expo 70**

Davis S-503; Newman, B. S-503.

## **Exports**

Henderson S-xxii; Innes S-if; Makarchuk S-xxii; Root S-xxii; Smith, G. E. S-73f; Stewart S-xviii, S-xxiif, S-74.

## **Expropriation**

Burr S-35f; Gaunt S-37; Gomme S-691f; Kennedy S-37; Lewis S-207f; Martel S-510f; Renwick, J. S-208; Sargent S-690ff; Stewart S-35f.

## **Expropriation Act**

Crosbie, D. A. S-687; Deacon S-701f; Deans S-687f; Gomme S-691, S-701f; Lewis S-208.

## SUBJECTS—*Continued*

### Extension services, agricultural

Burr S-xixf; Gaunt S-xciif; Gilbertson S-xcvii; Innes S-xv, S-lxxxvi, S-lxxxviii; Lantz, K. E. S-xxf, S-lxxxviiif, S-xci; Makarchuk S-xxif, S-xxxviii, S-lxxxvf, S-lxxxix, S-xcvii; Nixon S-xxf; Root S-xciii; Stewart S-vi, S-x, S-xiii, S-xvi, S-xixff, S-xxviii, S-lxxxvff, S-xciv; Villeneuve S-lxxxix; Whitney S-xxxviii.

### FRED (see Fund for Rural Economic Development)

### Falconbridge Nickel Mines

Sopha S-630.

### Family Health in a Changing World

Reid, T. S-253.

### Fanshawe Community College

Bolton S-480; Davis S-480; Huntley, Dr. D. N. S-83.

### Farm Credit Corporation (Canada)

Spence S-lxxxvii; Stewart S-vif, S-xxvi.

### Farm Land Rental Act

Gaunt S-47f; Hodgson, W. S-48; Ruston S-48; Stewart S-48.

### Farm Machinery Act

Stewart S-xv.

### Farm products inspection

Biggs S-67; Burr S-67; Makarchuk S-68; Paterson S-66f; Stewart S-67f; Young S-67.

### Farm products marketing (see Marketing, agricultural)

### Farm Products Marketing Act

Gaunt S-70f; Stewart S-70.

### FCP General Contracting

Gomme S-645ff; Martel S-645ff.

### Federal Drug Commission

Ben S-280.

### Federal-provincial co-operation

Deans S-17f; Gaunt S-vii, S-12; Gomme S-582; Makarchuk S-vii, S-xviii; Paterson S-xiv; Ruston S-ix, S-51; Spence S-xiv; Stewart S-vif, S-xiii, S-xviii, S-xxvi, S-3f, S-12, S-17f, S-48ff; Young S-582.

### Federation of Agriculture (see Canadian Federation of Agriculture or Ontario Federation of Agriculture)

### Feed grain

Gaunt S-civ; Henderson S-xix, S-xxxv; Innes S-xv; Makarchuk S-xxxvf; Root S-ci, S-civ; Spence S-11; Stewart S-x, S-xvi, S-xxxv, S-cii, S-civ, S-11, S-13.

### Feriman, Douglas

Meen S-548.

### Fertilizer industry

Gaunt S-vf; Hodgson, W. S-23; Makarchuk S-xi, S-xxxvii; Spence S-xiv; Stewart S-vi, S-xi, S-23.

### Films and education

Davis S-350, S-353; Newman, B. S-350; Pitman S-352; Reid, T. S-353.

### Financial Assistance to School Authorities

Bullbrook S-434ff; Davis S-414ff, S-422ff, S-434ff, S-454ff, S-458ff; Gaunt S-458; Johnston, W. E. S-413, S-421; Lewis S-420ff; Newman, B. S-454f, S-462; Pitman S-417, S-420f, S-438, S-453, S-458f, S-462; Reid, T. S-413ff, S-422ff, S-456; Smith, J. R. S-413, S-453; Spry, G. D. S-415.

### Financial and Commercial Affairs Department

Makarchuk S-73; Paterson S-67.

### Financing Education

Reid, T. S-134.

### Flower, George

Davis S-122; Pitman S-172.

### Forster Collegiate

Davis S-503; Newman, B. S-503.

### Fort Erie

Gomme S-621, S-626; Haggerty S-619ff, S-626; Martel S-512, S-523.

### Foster, F. K.

Reid, T. S-314, S-322.

### Foster, Larry

Gomme S-530.

### Foundation Tax Plan

Davis S-424.

### 4-H Clubs

Gaunt S-xcii; Henderson S-xc; Hodgson, W. S-xci; Lantz, K. E. S-lxxxvii; Makarchuk S-xxxviii, S-xcf; Root S-xciii; Stewart S-xxxix, S-xcf, S-xciii, S-xcvi, S-c, S-53.

## **France**

Deans S-19.

## **Fraser, R. C.**

Reid, T. S-314.

## **Freight rates**

Hodgson, W. S-23; Spence S-xiv; Stewart S-23.

## **French Canada**

Lewis S-143; Pitman S-149.

## **French, G. E.**

Martel S-599, S-604.

## **French language education**

Davis S-101f; Lawlor S-101f.

## **Frost, Leslie**

Haggerty S-623f; Sopha S-630; Stewart S-lxxi.

## **Fruit industry**

Bukator S-26; Burr S-36; Deans S-15ff, S-32f, S-45f; Gaunt S-24f, S-83; Haggerty S-33; Huntley, Dr. D. N. S-84; Makarchuk S-35, S-42; Stewart S-16ff, S-24ff, S-44ff.

## **Fuel**

Makarchuk S-xi.

## **Fund for Rural Economic Development**

Pitman S-341.

## **Future Growth and Development Committee**

Lewis S-139, S-141.

## **Fyfe Report**

Young S-712.

## **Gage Publishing**

Lewis S-377.

## **Galt**

Root S-721.

## **Garden City Skyway (see Toll bridges)**

## **Gardiner Expressway**

Gomme S-671.

## **General Agreement on Tariffs and Trade**

Stewart S-44.

## **General Electric**

Lewis S-377.

## **General Learning Corporation**

Lewis S-377.

## **Georgetown**

Root S-721; Young S-713.

## **Gerrard Construction**

Martel S-608.

## **Gertler, Dr.**

Good S-43; Stewart S-43.

## **Girl Guides**

Pitman S-178, S-186.

## **Glendon College**

Reid, T. S-236.

## **Globe and Mail, The**

Gaunt S-37; Gomme S-651; Innes S-508, S-546; Lewis S-112; Pitman S-125, S-262, S-463.

## **GO Transit (see also Railroads)**

Deacon S-702ff, S-714, S-721, S-723; Deans S-716f; Gomme S-524, S-703, S-706ff, S-710ff, S-714ff, S-723; Haggerty S-710, S-712, S-715; Hodgson, W. S-714f; Howard, W. T. S-708f, S-715; Innes S-509; Martel S-511, S-714, S-716ff; McNab, A. T. C. S-719, S-721; Meen S-704, S-718, S-722; Pilkey S-718ff; Root S-721; Sargent S-710f, S-715, S-717f, S-722f; Villeneuve S-707; Young S-708, S-711ff.

## **Goddard, James L.**

Ben S-280.

## **Goderich**

Spence S-xviii.

## **Good Eating with Canada's Food Guide (pamphlet)**

Stewart S-c, S-75.

## **Governor's Road**

Innes S-583f; McNab, A. T. C. S-584.

## **Gowganda**

Jackson S-643.

## **Grade 13**

Davis S-238f, S-249, S-266, S-384, S-386ff, S-428, S-458, S-472, S-494; Gaunt S-458; Lewis S-428; Pitman S-238f, S-249, S-383, S-386ff, S-422; Reid, T. S-391, S-423.

## **Graduate studies**

Martel S-162f; Preuter, Ken S-162f.



## SUBJECTS—*Continued*

### Grain

Biggs S-xvii, S-21f; Gaunt S-v, S-21; Henderson S-xvii; Ruston S-ix; Spence S-xiiif, S-xviii, S-22f; Stewart S-v, S-x, S-xviiif, S-liii, S-22ff.

### Grand Valley Co-operative Association

Stewart S-liif.

### Grants-in-aid, agricultural

Burr S-xlviii; Gaunt S-12; Henderson S-xliii, S-xlvii; Hodgson, W. S-23; Innes S-xii, S-xv; Makarchuk S-xi, S-xlii, S-xlvii, S-7; Martel S-xlvii; Paterson S-xiv, S-xlvi; Root S-xif, S-xlvif; Ruston S-xlvif, S-12; Sewell S-xlii; Spence S-xliif, S-liii; Stewart S-xi, S-xiv, S-xliif, S-xlviff, S-liii, S-7, S-9, S-12, S-23; Whitney S-xlii, S-12.

### Grants-in-aid, educational

Bullbrook S-97; Davis S-95, S-98, S-179ff, S-191; Lawlor S-180, S-189; Lewis S-189f; Martel S-191; Newman, B. S-185; Reid, T. S-95, S-107, S-174f, S-179ff, S-190f; Smith, J. R. S-174.

### Grants-in-aid, highways and roads

Gomme S-518, S-522, S-581, S-584, S-627f, S-655f, S-659f, S-672, S-681ff, S-694; Haggerty S-659f; Hodgson, W. S-684; Innes S-627f, S-655f; Martel S-628; Newman, B. S-681f; Root S-xi; Sargent S-683f, S-694; Spence S-521f; Stokes S-518; Whitney S-682f; Young S-581f.

### Great Britain (see United Kingdom of Great Britain and Northern Ireland)

### Great Lakes

Biggs S-xvii.

### Great Speckled Bird

Ben S-279.

### Great Whale River

Smith, J. R. S-161.

### Grey County

Gomme S-666f; Sargent S-666f.

### Growing into Maturity in a Changing World

Reid, T. S-253.

### Guelph

Root S-721; Young S-712.

### Guelph, University of

Biggs S-81, S-85; Davis S-458; Gaunt S-xcii, S-65, S-81, S-83; Huntley, Dr. N. S-83, S-85; Innes S-xv, S-77, S-82, S-84;

Newman, W. S-82; Ruston S-13; Stewart S-ixf, S-10, S-65, S-81.

### Guerro, Gene

Ben S-279.

### Guignon, Mrs. P.

Martel S-598.

### Guy, Lionel

Gomme S-610; Martel S-607ff.

### Guy, Norman

Martel S-598.

### HS-1

Davis S-266ff; Knight S-265f, S-268.

### Haldimand County

Haggerty S-716.

### Hall-Dennis report

Bullbrook S-380f; Davis S-98, S-188, S-224, S-226, S-234ff, S-348, S-363, S-459, S-500; Knight S-240; Lawlor S-169, S-226ff, S-237, S-241; Lewis S-137, S-142; Martel S-363f, S-366; Nixon S-242ff; Pitman S-127f, S-172f, S-223, S-239f, S-294, S-348f, S-352, S-360, S-362, S-386, S-458, S-491, S-501; Reid, T. P. S-234ff, S-245; Reid T. S-235ff, S-423, S-472; Renwick J. S-493.

### Halleman Construction

Gomme S-606; Martel S-603, S-608, S-610.

### Halton Crushed Stone

Gomme S-673f.

### Hamilton

Adcock, H. W. S-542, S-569; Deans S-542f, S-685f, S-716f; Gomme S-685f, S-717, S-720; Haggerty S-716; Innes S-524; Martel S-553; Spence S-xiv; Young S-713.

### Hamilton, Alvin

Stewart S-xxvii.

### Hamilton Art Gallery

Davis S-176; Smith, J.R. S-176.

### Hamilton Spectator

Deans S-686; Gomme S-700.

### Handicapped, education of

Davis S-465ff, S-476ff; Knight S-467; Reid, T. S-465ff.

### Hanlan, Mr.

Martel S-289.

### Hansard

Burr S-lvii; Davis S-165, S-346f; Deans S-31; Gaunt S-iv; Gomme S-575; Hender-

son S-iv; Johnston, W. E. S-93; Makarchuk S-iv, S-xxxvi, S-xc, S-31; Martel S-668; Newman, B. S-347; Nixon S-xxix; Reid, T. S-104. S-106, S-165, S-321, S-346f; Smith, J. R. S-93, S-104, S-173, S-478; Stewart S-vii, S-31; Whitney S-xxviii, S-lvii, S-lxxix, S-31; Yakabuski S-535, S-556, S-559.

## **Harcourt, Brace and World**

Lewis S-376.

## **Harrison Construction (Ontario) Ltd.**

Gomme S-671.

## **Hayes, Harry**

Stewart S-lxxi.

## **Hayes plan, the**

Gaunt S-6; Paterson S-liii; Stewart S-liii.

## **Head, Wilson A.**

Davis S-466; Reid T. S-465f.

## **Health Department**

Bennett S-59f; Gaunt S-22; Innes S-63; Paterson S-67; Root S-22; Stewart S-22, S-63.

## **Health Education Curriculum**

Reid, T. S-263.

## **Heinemann, Robert**

Deacon S-704.

## **Hellyer, Paul Theodore**

Gomme S-706.

## **Highway 1**

Gomme S-538; Knight S-538.

## **Highway 2**

Deans S-685f; Gomme S-581, S-654; Innes S-583f, S-654; Kennedy S-689; Spence S-580.

## **Highway 3**

Haggerty S-579f, S-619f, S-622f; Martel S-512f, S-523; Morningstar S-530; Newman, B. S-615; Spence S-580.

## **Highway 3A**

Gomme S-659; Haggerty S-659; Morningstar S-523.

## **Highway 3C**

Haggerty S-658f; Martel S-512.

## **Highway 5**

Kennedy S-689.

## **Highway 6**

Ben 668; Gomme S-668; Innes S-655.

## **Highway 7**

Gomme S-588f; Johnston, W. E. S-587; McNab, A. T. C. 589; Singer S-588f.

## **Highway 8**

Deans S-527ff; Haggerty S-619; Morningstar S-530.

## **Highway 9**

Ben S-668; Gomme S-668; Root S-544.

## **Highway 10**

Gomme S-663; Innes S-655; Sargent S-662.

## **Highway 11**

Gomme S-597; Jackson S-643; Martel S-594, S-597.

## **Highway 11A**

Gomme S-657; Knight S-657.

## **Highway 15**

Johnston, W. E. S-587.

## **Highway 16**

Innes S-654; Johnston, W. E. S-587.

## **Highway 17**

Gilbertson S-542; Gomme S-587, S-597; Jessiman S-530; Knight S-538; Martel S-579, S-594, S-597; Sopha S-633; Stokes S-517, S-545.

## **Highway 17A**

Gomme S-657; Knight S-657.

## **Highway 18**

Gomme S-537; Newman, B. S-537, S-615.

## **Highway 20**

Haggerty S-579f; Martel S-513.

## **Highway 24**

Root S-543.

## **Highway 26**

Gomme S-655; Innes S-655; Sargent S-655.

## **Highway 27**

Deacon S-703; Gomme S-703; Innes S-508; Root S-721.

## **Highway 28**

Innes S-654.

## **Highway 43**

Gomme S-587.

## SUBJECTS—*Continued*

### Highway 44

Johnston, W. E. S-587.

### Highway 48

Deacon S-661f; Gomme S-661f; Hodgson, R. G. S-662.

### Highway 58

Martel S-512f, S-523.

### Highway 64

Gomme S-600f; Martel S-598ff.

### Highway 66

Jackson S-635, S-641.

### Highway 69

Gomme S-596, S-600, S-644; Martel S-552f, S-593f, S-596f, S-600.

### Highway 89

Ben S-668; Gomme S-668.

### Highway 98

Gomme S-578; Newman, B. S-578.

### Highway 112

Jackson S-642.

### Highway 144

Gomme S-595f, S-633; Martel S-595f; Singer S-634; Sopha S-629ff.

### Highway 400

Evans S-657f; Gomme S-598, S-656ff; Innes S-508f, S-524, S-656; Martel S-572, S-594, S-597f.

### Highway 401 (see Macdonald-Cartier Freeway)

### Highway 403

Adcock, H. W. S-542; Deans S-542, S-684ff, S-717; Gomme S-524, S-689, S-717; Kennedy S-689.

### Highway 404

Deacon S-661f; Gomme S-524, S-661f; Hodgson, R. G. S-662.

### Highway 406

Bidell, W. S-658; Gomme S-658; Haggerty S-579, S-619, S-658; Martel S-512f, S-523; Morningstar S-523; Young S-523.

### Highway 416

Gomme S-587.

### Highway 417

Belanger S-653f; Gomme S-587, S-612, S-653f; Johnston, W. E. S-587; Knight S-653; Villeneuve S-611.

### Highway 537

Martel S-572f.

### Highway 539

Gomme S-605f; Martel S-602ff.

### Highway 543

Gomme S-644.

### Highway 545

Martel S-604f.

### Highway 548

Gilbertson S-582.

### Highway 560

Gomme S-641f; Jackson S-641ff; Martel S-641f.

### Highway 584

Gomme S-536; Stokes S-535f.

### Highway 638

Gilbertson S-582.

### Highway 643

Gomme S-536; Stokes S-535f.

### Highway 800

Gomme S-661; Stokes S-660f.

### Highway Improvement Act

Crosbie, D. A. S-687; Gomme S-582.

### Highway Research Board (United States)

Adcock, H. W. S-550.

### Highway Traffic Act

Deans S-529; Gomme S-531; Jackson S-635; Meen S-528.

### Highways, Department of

Burr S-36; Stewart S-xxxviii.

### History, Canadian

Davis S-111, S-274f; Kennedy S-273; Pitman S-145, S-149, S-273ff; Root S-275.

### Hodgetts, Bernie

Davis S-98, S-149f; Pitman S-150.

### Hodgins, Mr.

Davis S-275.

### Holland Marsh

Stewart S-lxxv.

### Holstein Friesian Association of Canada

Ruston S-64.



## Holt, Rinehart and Winston

Lewis S-376; Reid, T. S-379.

## Home economics

Gaunt S-xcviif; Stewart S-c.

## Home and School

Davis S-179, S-185; Pitman S-150, S-185ff;  
Reid, T. S-179.

## Humberstone

Haggerty S-34.

## Humphries, Dr.

Lewis S-428.

## Huron County

Stewart S-xiii, S-lxxv.

## Hydro, rural

Root S-xi.

## IRMA

Gaunt S-65; Stewart S-65.

## Ide, T. R.

Davis S-347, S-351; Pitman S-303, S-349.

## Imports

Deans S-17ff; Gaunt S-12, S-22; Henderson S-xix, S-xxii; Makarchuk S-xviii, S-xix, S-xxiif; Root S-xii, S-xxii; Ruston S-viii; Spence S-xiv; Stewart S-xiii, S-xviiif, S-xxiif, S-17f, S-44f.

## Improvement of Indian Education

Abbey, David S-157.

## Incentives to industry

Ruston S-viii.

## Income, agricultural

Biggs, F. M. S-xxv, S-xxxiv; Gaunt S-vf, S-xii, S-xciii, S-xcviii, S-46f; Gilbertson S-xcvi; Haggerty S-xxiv, S-xxvii; Innes S-xxxix, S-1f, S-5; Makarchuk S-xxv, S-lxxxix, S-lxxxvi, S-7, S-50, S-73; Nixon S-xxviif; Paterson S-xxxix; Ruston S-xxv, S-xxxiii; Spence S-xxxiv, S-23; Stewart S-vi, S-xxvif, S-23f, S-50.

## India

Lewis S-142.

## Indian Affairs and Northern Development, Department of (Canada)

Davis S-160; Gomme S-581; Preuter, Ken S-161.

## Indians of North America

Abbey, David S-159ff, S-170; Apps S-159; Davis S-112, S-160, S-269ff; Gomme S-581f; Kennedy S-271; Knight S-112; Lewis S-158ff, S-269ff; Martel S-158f, S-160f, S-581f; Meen S-170; Pitman S-155ff; Preuter, Ken S-161ff; Root S-272; Smith, J. R. S-272; Stokes S-660f; Young S-581f.

## Industrial revolution

Lawlor S-113.

## Information services, agricultural

Makarchuk S-viii, S-xxxiii, S-xxxviiif, S-lxxvi; Stewart S-xxxix; Whitney S-xxxviii.

## Information services, educational

Andrews, John S-136; Davis S-116, S-136; Lewis S-136ff; Martel S-117; Pitman S-156; Reid, T. S-116.

## Inner city schools

Lewis S-160; Reid, T. S-95, S-134.

## Insecticides (see Pesticides)

## Insurance, agricultural

Allan S-lxx, S-lxxix; Burr S-lviii, S-lxivf; Edighoffer S-lxixf; Evans S-liv, S-lxv, Gaunt S-lixf, S-lxxixf; Gilbertson S-lxviif; Hodgson, W. S-lxiif; Innes S-lxxx; Johnston, W. E. S-lxi; Kennedy S-lxi; Makarchuk S-lxii, S-lxxvif; Nixon S-lxixff, S-lxxii; Paterson S-lxiv, S-lxvii, S-lxxviiif; Root S-liv, S-lxxf; Ruston S-ix, S-lxvif, S-lxxix; Sargent S-lxxii, S-lxxvf; Spence S-lxiii, S-lxiii, S-lxxx; Stewart S-liv, S-lviii, S-lxxf, S-lxivf, S-lxxiif; Whitney S-lxvf.

## Insurance, automobile

Sargent S-lxxvii.

## Insurance claims, highways

Gomme S-524; Jessiman S-524.

## Interest rates

Makarchuk S-vii, S-xi; Paterson S-xliiif; Stewart S-vii, S-xi, S-xliiif.

## International Business Machines

Lewis S-102.

## International Nickel Company

Jessiman S-530; Lewis S-102; Martel S-556; Sopha S-630.

## International Road Federation

Gomme S-540.

## Interprovincial Conference on Education

Davis S-102; Lewis S-102.

## SUBJECTS—*Continued*

### Jackson, Dr.

Davis S-122, S-126, S-245; Lewis S-244.

### Jensen, A. R.

Reid, T. S-468.

### John Birch Society

Davis S-264; Reid, T. 265.

### Johnson and Hogan Construction Limited

Gomme S-674.

### Joint Breeds Association

Stewart S-9.

### Jones, Professor George

Innes S-xvi; Ruston S-13; Stewart S-x, S-13.

### Joseph Island

Gilbertson S-628f; Gomme S-628f; Martel S-628; Singer S-628.

### Junior Farmer Establishment Loan

Gaunt S-14; Nixon S-xxvi; Ruston S-80; Spence S-lxxxvii, S-14; Stewart S-viii, S-xxvi, S-xxviii, S-lxxxvii, S-14, S-80.

### Junior Farmer Loan Board

Gaunt S-vif; Stewart S-vif.

### Junior Farmer Loans Act

Stewart S-vii.

### Junior farmers

Gaunt S-vii, S-xcii; Makarchuk S-vii, S-xxxviii, S-lxxxix; Nixon S-xxvi, S-xxviii; Stewart S-vii, S-xxxvi, S-xxviii, S-xcvi.

### Kahn, H. K.

Pitman S-355.

### Kam-Kotia Mine

Sopha S-630.

### Kanata

Gomme S-588; Johnston, W. E. 587f.

### Kapuskasing

Root S-ci; Stewart S-civ.

### Katz, Joseph

Pitman S-125.

### Keates, Pete and Marwick

Pitman S-150.

### Kelsey, John

Pitman S-355.

### Kemptville College

Huntley, Dr. D. N. S-80, S-8-83.

### Kennedy, J. A.

Gomme S-644.

### Kenora

Bernier S-616ff; Gomme S-617f; Martel S-616.

### Kent County

Henderson S-xix; Makarchuk S-lxxvi; Ruston S-lxvii, S-13, S-516; Spence S-xiv, S-lxxx; Stewart S-lxxiv, S-17.

### Kierans, Eric

Pitman S-186.

### Kindergarten

Davis S-471; Reid, T. S-134, S-456, S-471.

### King Paving and Materials

Gisborn S-700; Gomme S-700.

### King Size

Smith, J. R. S-256.

### Kirkland Lake

Jackson S-643.

### Kitchener

Good S-43; Root S-721.

### Korea

Huntley, Dr. D. N. S-80; Smith, G. E. S-81.

### Kormos, Peter

Davis S-394; Newman, B. S-394; Reid, T. S-393.

### Kramer Construction

Gomme S-606; Martel S-603, S-608, S-610.

### Krueger, Professor Ralph

Good S-43.

### LSD (see Lysergic acid diethylamide)

### Labarge, Raymond C.

Gomme S-706f.

### Labour College of Canada

Davis S-190; Reid, T. 190.

### Labour Department

Davis S-101; Paterson S-67.

### Labour Relations Board

Reid, T. S-481.

## **Lake Erie**

Haggerty S-716.

## **Lakefield**

Innes S-654.

## **Lakehead Expressway**

Gomme S-657; Knight S-657.

## **Lakehead University**

Davis S-483; Reid, T. S-482.

## **Lambert, R. S.**

Lewis S-270.

## **Lambton County**

Henderson S-xix; Spence S-xiv; Stewart S-lxxiv.

## **Land Compensation Board**

Gomme S-691.

## **Land utilization**

Bukator S-26; Burr S-35f; Connell S-39; Deans S-15f, S-18ff, S-32ff, S-43; Farquhar S-xli; Gaunt S-21, S-24f, S-36f, S-46ff; Good S-43; Haggerty S-xxxvii, S-33f; Hodgson, W. S-39, S-47f; Innes S-49; Johnston, W. E. S-15, S-37f; Kennedy S-36, S-40f; Makarchuk S-34f, S-42, S-46; Newman, W. S-41f; Root S-xlvi, S-20; Ruston S-20, S-37, S-41f, S-51; Sargent S-39f; Stewart S-xxxvii, S-16ff, S-24ff, S-33ff, S-43ff, S-48, S-50f; Villeneuve S-38; Young S-26f, S-38f.

## **Lands and Forests, Department of**

Bernier S-570; Gomme S-577, S-661; Martel S-574, S-581; Newman, B. S-576; Stewart S-lxxiv; Stokes S-517f, S-535, S-660f.

## **Laneway School**

Reid, T. S-134.

## **Laurentian University**

Davis S-360; Martel S-360.

## **Laval, University of**

Lewis S-143.

## **Leechman, Douglas**

Lewis S-269.

## **Leeds County Farmers' Union**

Biggs, E. W. S-55; Makarchuk S-55; Stewart S-55.

## **Legal services, agricultural**

Makarchuk S-viii.

## **Legal services, highway**

Gomme S-545f; Martel S-545f.

## **Legislative Assembly Retirement Allowance**

Lawlor S-213.

## **Liberal Party**

Stewart S-lxxv.

## **Libraries**

Bowron, A. S-368.

## **Lincoln County**

Haggerty S-33; Kennedy S-41.

## **Liquor laws**

Davis S-189; Lewis S-189.

## **Little, Brown**

Lewis S-377.

## **Litton Industries**

Lewis S-377.

## **Livestock, agricultural**

Biggs S-x; Deacon S-7; Gaunt S-xcviif, S-ciiif, S-cv, S-5ff, S-10ff, S-14; Henderson S-xix, S-xxxv; Hodgson, W. S-11, S-57; Innes S-xvf, S-lxxxviii, S-1ff, S-13, S-77; Johnston, W. E. S-ci, S-cv, S-9, S-77; Lantz, K. E. S-lxxxviiif, S-10; Makarchuk S-xix, S-xxiif, S-2f, S-7, S-9, S-77; Martel S-ci; Root S-xciiif, S-ci; Ruston S-12f, S-56; Snow S-56ff; Spence S-11; Stewart S-vi, S-x, S-xiif, S-xvi, S-xix, S-xxiif, S-xxxv, S-xciv, S-xcviii, S-cif, S-3ff, S-56f, S-77; Whitney S-12.

## **Loans to farmers**

Gaunt S-vif; Innes S-xv, S-xlviif; Makarchuk S-vii, S-xi, S-7, S-14; Nixon S-xxvi; Paterson S-xiv, S-lii; Sargent S-lxxv; Sewell S-xlviif; Spence S-xlviif; Stewart S-vif, S-xv, S-xxvi, S-xlviif, S-lxxvff.

## **London**

Davis S-461; Deans S-543; Innes S-524, S-655f; Pitman S-460; Preuter, K. S-163; Reid, T. S-163.

## **London Free Press**

Pitman S-462.

## **Longman's**

Lewis S-376.

## **Look magazine**

Pitman S-274.

## **Lorimer, James**

Pitman S-459.

## **Los Angeles**

Deacon S-703.



## SUBJECTS—*Continued*

### Louth Township

Deans S-15.

### Lysergic acid diethylamide

Ben S-282; Lewis S-257; Newman, W. S-258; Reid, T. S-252.

### MAD (Music, Arts and Drama)

Davis S-175; Reid, T. S-174.

### Macdonald-Cartier Freeway

Adcock, H. W. S-543, S-550; Deacon S-702f; Deans S-543; Gomme S-581, S-597, S-634, S-656, S-703; Haggerty S-620; Innes S-508, S-524f, S-568, S-656; Jessiman S-531; Johnston, W. E. S-587; Martel S-594, S-597; Root S-721; Singer S-634; Spence S-580; Young S-547, S-712f.

### Macdonald Institute

Biggs S-82; Newman, W. S-82.

### Machinery, agricultural

Deans S-17; Gaunt S-86; Makarchuk S-xi, S-xxv, S-xxxvii, S-85f; Paterson S-xivf; Spence S-xiv; Stewart S-vi, S-xv, S-xxv, S-xcvff, S-17; Young S-xcivff.

### MacLeod report

Pitman S-274.

### Macleans

Davis S-371; Pitman S-387; Reid, T. S-371.

### MacNeill, J. M.

Reid, T. S-299f.

### Maine

Young S-555.

### Maintenance, highway

Adcock, H. W. S-569; Bernier S-570, S-572, S-575; Bidel S-579; Burr S-565ff; Gilbertson S-582f; Gomme S-559ff, S-567ff; Haggerty S-564f, S-573, S-579f, S-583; Howden H. S. S-568f; Innes S-568ff, S-583f; Johnston, W. E. S-561f, S-569f; McNab, A. T. C. S-559f, S-584; Martel S-561f, S-570ff, S-579, S-581ff; Newman, B. S-563ff, S-576ff, S-580; Renwick, J. S-559ff, S-574f; Root S-578f; Spence S-562f, S-580f; Young S-561, S-569, S-581f.

### Management, farm

Gaunt S-vi, S-xcii; Hodgson, W. S-47f; Innes S-xv; Lantz, K. E. S-xx, S-lxxxviii, S-xci; Makarchuk S-xxii, S-lxxxvf; Root S-xii; Ruston S-viii; Stewart S-vi, S-xiii, S-xcii.

### Manitoba

Bernier S-570; Gaunt S-lix; Gomme S-570; Makarchuk S-7; Martel S-570; Root S-civ; Stewart S-lxxi, S-9.

### Manpower, agricultural

Bennett S-xlviii; Makarchuk S-l, S-lii; Paterson S-xlviii; Renwick, M. S-li; Stewart S-xlvii, S-lii.

### Manpower training

Davis S-464ff, S-472; Newman, B. S-464f; Reid, T. S-472.

### Maple syrup

Gilbertson S-xcvii.

### Maps, highway

Gilbertson S-541; Gomme S-540f, S-580; Jessiman S-541; McNab, A. T. C. S-540f; Newman, B. S-540f.

### March township

Gomme S-587; Johnston, W. E. S-587f.

### Markham

Deacon S-661f; Gomme S-661f; Hodgson, R. G. S-662.

### Marijuana

Ben S-279ff; Davis S-252ff; Lewis S-256f; Reid, T. S-252ff.

### Maritime provinces

Paterson S-xlviii.

### Marketing, agricultural

Bennett S-70; Gaunt S-21, S-68ff; Makarchuk S-xi, S-9, S-53f, S-70f; Root S-xif; Sargent S-40; Spence S-xiiif; Stewart S-8f, S-22, S-68ff; Young S-39.

### Marketing boards, agricultural

Bennett S-l; Gaunt S-lx, S-68f, S-71; Makarchuk S-xviii, S-9; Ruston S-xxxviii; Stewart S-x, S-xiii, S-xviii, S-xxxiiif; S-lxxiii, S-68ff.

### Marritt, Ted

Stewart S-69.

### Martin, Alan

Davis S-122.

### Mathematics

Davis S-99; Martel S-99.

### Mayo, Professor

Haggerty S-34.

### McCague, George

Gaunt S-54, S-71; Stewart S-54f.

### McCarthy Burge Construction Co.

Gomme S-612.

### McCarthy, Dr.

Pitman S-262.

**McCarthy, J. R.**

Reid, T. S-458.

**McClure, George**

Reid, T. S-252.

**McCormick, Thelma**

Reid, T. S-466.

**McDiarmid, Garnet**

Abbey, David S-157; Lewis S-159; S-271.

**McDonald, Dr.**

Stewart S-13.

**McDurbin, Dr.**

Gaunt S-76.

**McGraw Hill**

Lewis S-377.

**McKay, Mr. Justice**

Andrews, J. S-169; Lawlor S-169.

**McLaren, Donald**

Lewis S-102f.

**McNabb, Jim**

Pitman S-125.

**McRuer, James C.**

Makarchuk S-xxii; Nixon S-xxii, S-xxvii.

**Meat inspection**

Gaunt S-76; Makarchuk S-76; Stewart S-76f.

**Meat Inspection Act**

Stewart S-68.

**Meat packing**

Gaunt S-76; Henderson S-xxxv; Makarchuk S-xxxvf, S-76; Stewart S-76f.

**Meat prices**

Deacon S-8; Gaunt S-xcix, S-6f, S-10; Makarchuk S-xxxvif, S-7, S-9, S-72f; Ruston S-74; Stewart S-8, S-72.

**Meldrum, Wendell**

Davis S-97.

**Metropolitan Educational Television Association**

Ben S-283; Davis S-296ff, S-304ff, S-311ff, S-317ff, S-320ff; Kennedy S-301f; Meen S-314; Pitman S-303f, S-323ff; Reid, T. S-296ff, S-311ff, S-320ff; Yost, G. S-302f.

**Mexico**

Makarchuk S-35.

**Michael Power school**

Davis S-429.

**Michigan**

Gaunt S-22.

**Middlesex County**

Spence S-xiv; Stewart S-xvi, S-lxxiv.

**Middlesex County School Board**

Pitman S-460.

**Migrant labour**

Bennett S-xxviii; Innes S-1; Makarchuk S-xxix, S-lif; Paterson S-xxviii, S-lii; Renwick, M. S-li; Stewart S-lii.

**Migratory Birds Act**

Stewart S-lxxiv.

**Milk Act**

Stewart S-54f, S-57.

**Milk products**

Bennett S-59f, S-64; Biggs, E. M. S-55f, S-66; Deacon S-58; Gaunt S-54f, S-64f; Haggerty S-57, S-63; Hodgson, W. S-57; Innes S-59, S-63, S-66; Johnston, W. E. S-56, S-64; Makarchuk S-55f, S-58f; Newman, W. S-56; Ruston S-56f, S-64f; Snow S-56ff, Stewart S-54ff, S-63ff; Whitney S-65.

**Milk recording**

Biggs, E. M. S-55f; Innes S-1ff; Johnston, W. E. S-56; Makarchuk S-55f; Newman, W. S-56; Snow S-56; Stewart S-3f.

**Miller, Walter**

Makarchuk S-71.

**Mines, Department of**

Stokes S-535.

**Ministers' Information Service**

Davis S-106.

**Mississauga**

Kennedy S-40, S-689.

**Mitchell**

Gaunt S-6.

**Monetville**

Martel S-598, S-601.

**Monorails**

Deacon S-721; Gomme S-715; Innes S-509, S-524; Sargent S-715.

**Montana**

Newman, B. S-554.

SUBJECTS—*Continued*

**Montreal**

Burr S-35; Deacon S-702f, S-707; Innes S-525; Spence S-xviii.

**Montreal, University of**

Lewis S-143.

**Moosonee**

Davis S-272.

**Moosonee Educational Centre**

Smith, J. R. S-121.

**Morocco Red**

Ben S-280.

**Morris, Allan C.**

Gisborn S-700f; Gomme S-700f.

**Mortgages**

Deans S-32; Gaunt S-47; Makarchuk S-xi; Stewart S-vii, S-xi.

**Moyle, Ruth**

Gaunt S-xcix; Stewart S-c.

**Muir, Mr.**

Gomme S-609; Martel S-608f; Stokes S-609.

**Municipal Affairs Department**

Gomme S-524; Good S-43, S-46; Henderson S-xxiv; Howden, H. S. S-568; Innes S-568; Nixon S-xxviii; Ruston S-ix, S-20, S-41; Stewart S-v, S-xiii, S-xxiii, S-xxviii, S-43, S-46, S-50.

**Nanticoke**

Haggerty S-716; Innes S-524.

**Narrol, Harvey**

Abbey, David S-157; Lewis S-159.

**National Ballet School**

Davis S-184f; Reid, T. S-184.

**National Dairy Commission**

Stewart S-9, S-55.

**National Educational Television Conference**

Reid, T. S-299.

**National Film Board**

Davis S-353; Reid, T. 353.

**National Health and Welfare Department (Canada)**

Stewart S-c, S-58f, S-67, S-75.

**National Institute for Mental Health**

Ben S-280.

**Native Tribes of Canada**

Lewis S-269f.

**Navigable Waters Act**

Bernier S-618.

**Neil McNeil school**

Lewis S-429.

**Neilipovitz, Mr.**

Kennedy S-689.

**New Approach Mathematics**

Martel S-288.

**New Brunswick**

Davis S-106.

**New Democratic Party**

Stewart S-lxii.

**New Liskeard**

Gomme S-642f; Jackson S-642f.

**New Liskeard College**

Huntley, Dr. D. N. S-80, S-83; Stewart S-clii.

**New York (state)**

Innes S-84.

**New York Knickerbockers**

Ben S-279.

**New Zealand**

Gaunt S-12; Stewart S-xxiii, S-44.

**Newfoundland**

Paterson S-xlviii.

**Newmarket**

Hodgson, W. S-715.

**Newsweek**

Pitman S-274.

**Niagara Falls**

Bukator S-26; Haggerty S-619, S-716; Young 712f.

**Niagara Peninsula**

Bukator S-26; Burr S-35f; Deans S-15ff, S-32ff; Gaunt S-24f; Good S-43, S-46; Haggerty S-33f, S-579, S-619, S-622, S-716; Johnston, W. E. S-37f; Makarchuk S-42; Martel S-512f, S-523; Stewart S-lxxv, S-17ff, S-24ff, S-34, S-44f; Villeneuve S-38; Young S-27.

**Nipissing**

Martel S-599.



**Noelville**

Martel S-598ff.

**Noranda**

Sopha S-630.

**Norfolk County**

Stewart S-lxxi, S-17.

**North Bay Nugget**

Martel S-600f.

**Northern Electric**

Reid, T. S-348.

**Northwestern Ontario Development Conference**

Bernier S-539; Knight S-537; Stokes S-535.

**Northwestern Ontario Hearing Association**

Knight S-476.

**Nutrition**

Gaunt S-xcix; Stewart S-c.

**OMERS**

Davis S-198f.

**Oakville**

Deans S-716f; Root S-20.

**O'Keefe Centre**

Reid, T. S-174.

**Olde, Neil**

Ben S-280, S-286; Davis S-281; Lewis S-281; Smith, J. R. S-281.

**Ontario Agricultural College**

Biggs S-82; Gaunt S-81; Hodgson, W. S-xci; Huntley, Dr. D. N. S-83; Innes S-82; Stewart S-ix, S-xvi, S-10, S-86.

**Ontario Bean Growers Co-operative**

Stewart S-lii.

**Ontario Broiler Marketing Board**

Gaunt S-69; Stewart S-70.

**Ontario Catholic Teachers Federation**

Martel S-192, S-362.

**Ontario College of Education**

Davis S-122, S-135, S-356f; Downer S-373; Lewis S-135; Nixon S-130; Pitman S-357.

**Ontario Crop Insurance Fund**

Lantz S-xliv; Makarchuk S-xliv.

**Ontario Curriculum Institute**

Davis S-250.

**Ontario Educational Association**

Davis S-111, S-177; Newman, B. S-177; Pitman S-341.

**Ontario Egg Marketing Board**

Gaunt S-69; Stewart S-70.

**Ontario Farm Machinery Advisory Board**

Stewart S-xcvf.

**Ontario Farm Products Marketing Board**

Gaunt S-69, S-71; Paterson S-66f; Stewart S-70f.

**Ontario Farm Safety Council**

Stewart S-xcvf.

**Ontario Federation of Agriculture**

Gaunt S-xciii, S-36f, S-71; Kennedy S-36, S-41; Stewart S-xciii, S-25, S-43.

**Ontario Food Council**

Gaunt S-75; Hodgson, W. S-72; Makarchuk S-71f; Newman, S-72; Ruston S-74; Smith, G. E. S-73f; Snow S-72; Stewart S-c, S-71f, S-74f.

**Ontario Fresh Fruit Marketing Board**

Makarchuk S-86.

**Ontario Fruit and Vegetable Growers Association**

Stewart S-45.

**Ontario Grape Growers Marketing Board**

Deans S-32.

**Ontario Hospital**

Knight S-477.

**Ontario Housing Corporation**

Good S-43; Makarchuk S-34.

**Ontario Institute of Agrologists**

Biggs S-82.

**Ontario Institute for Studies in Education**

Abbey, David S-126f; Andrews, John S-136, S-168; Apps S-132f, S-173; Brook, Mr. S-172; Davis S-98, S-102, S-110, S-114,

## SUBJECTS—*Continued*

S-122f, S-126, S-129f, S-135f, S-137ff, S-143ff, S-150ff, S-164ff, S-171f, S-245, S-250; Flower, Dr. S-158; Kennedy S-121, S-124; Lawlor S-168ff; Lewis S-109f, S-135ff, S-153, S-160, S-173, S-244; Martel S-123, S-161f; Meen S-170f; Newman, B. S-162; Nixon S-128ff; Pitman S-121f, S-124ff, S-127f, S-144f, S-149ff, S-154ff, S-172f, S-188; Preuter, Ken S-161ff; Reid, T. S-123f, S-135, S-163ff; Smith, J. R. S-121, S-173.

### **Ontario Library Association**

Davis S-502; Reid, T. S-301, S-346.

### **Ontario Medical Association**

Davis S-255; Reid, T. S-250, S-252ff.

### **Ontario Milk Marketing Board**

Bennett S-59; Gaunt S-54f, S-65; Innes S-5, S-59; MacNaughton S-58; Ruston S-64; Snow S-56; Stewart S-5, S-54f, S-57f, S-66.

### **Ontario Motor League**

Carruthers S-515; Gomme S-547; Martel S-515, S-547.

### **Ontario Municipal Association**

Innes S-655.

### **Ontario Municipal Board**

Davis S-412; Gomme S-644, S-691f.

### **Ontario Northern Railway**

Gomme S-716.

### **Ontario Onion Board**

Gaunt S-68; Stewart S-68f.

### **Ontario Provincial Council of Rabbit Clubs**

Johnston, W. E. S-ci.

### **Ontario Provincial Police**

Bernier S-570.

### **Ontario Public School Trustees Association**

Pitman S-187.

### **Ontario School Trustees Association**

Pitman S-187.

### **Ontario School Trustees Council**

Pitman S-188.

### **Ontario Secondary School Teachers' Federation**

Pitman S-125, S-385.

### **Ontario Sheep Breeders Association**

Johnston, W. E. S-ci.

### **Ontario Society for Crippled Children**

Davis S-177; Newman, B. S-176.

### **Ontario Student Award Programme**

Reid, T. S-467.

### **Ontario Swine Improvement Council**

Johnston, W. E. S-ci.

### **Ontario Teachers' Federation**

Abbey, David S-128; Davis S-197, S-289; Lewis S-137; Martel S-362; Pitman S-125, S-463; Preuter, Ken S-162; Reid, T. S-371.

### **Ontario Temperance Federation**

Davis S-189; Pitman S-189, S-191.

### **Ontario Tender Fruit Growers Marketing Board**

Deans S-32.

### **Ontario Veterinary College**

Biggs S-82; Gaunt S-81; Huntley, Dr. D. N. S-83; Newman S-82.

### **Ontario Water Resources Commission**

Bernier S-570; Young S-712f.

### **Orbit**

Pitman S-156.

### **Orillia**

Innes S-508, S-524.

### **Oshawa**

Gomme S-720; Johnston, W. E. 37; Pilkey S-718ff.

### **Oteri, Joseph S.**

Ben S-280.

### **Ottawa**

Gomme S-569f; Johnston, W. E. S-38, S-569f, S-587; Young S-39.

### **Ottawa Board of Education**

Reid, T. S-348.

### **Ottawa Public School Board**

Davis S-348.

### **Ottawa Teachers' College**

Davis S-375.

### **Our Metro**

Yost S-303.

## Owen Sound

Gaunt S-6; Sargent S-711; Young S-711f.

## Oxford County

Spence S-xiv.

## Pakistan

Lewis S-142.

## Parent-Teacher Associations (see Home and School)

## Park School

Reid, T. 134.

## Parliamentary immunity

Paterson S-iv; Whitney S-iv.

## Parliamentary procedure

Allan S-lxxvii; Ben S-667f, S-676ff; Bukator S-20; Davis S-104; Deans S-20, S-507f, S-677f; Evans S-xxxvii; Gaunt S-ivf, S-31f; Gilbertson S-508; Gisborn S-678f, S-699; Haggerty S-xxxvii; Henderson S-iiif; Hodgson, W. S-507; Innes S-xxv. Jackson S-677, S-680f; Jessiman S-507; Johnston, W. E. S-93, S-633; Kennedy S-92; Knight S-93; Lawlor S-94; Lewis S-91f, S-94, S-109; Makarchuk S-iv, S-xxxvi, S-lvii; Martel S-507, S-667f, S-677ff, S-718; Meen S-718; Morningstar S-507; Newman, B. S-633; Newman, W. S-93; Nixon S-xxvi, S-xxix, S-128; Pritchard S-92; Reid, T. S-91ff, S-104; Ruston S-lxxvii, S-xcii; Sargent S-lxxviiiif, S-680f; Singer S-633; Smith, J. R. S-91ff, S-104, S-128; pence S-v, S-xxiv; Stewart S-v, S-xxivf, S-xxix, S-31f, S-86f; Villeneuve ;S-91; Whitney S-iiiff, S-xxivff, S-xxviiiif, S-xxxvi, S-xxxvii, S-lvii, S-lxxii, S-xcii, S-31f; Yakabuski S-507f, S-633, S-667f, S-676ff, S-699, S-717f; Young S-680.

## Pasenu, Mr.

Ruston S-64.

## Patterson, Dr.

Kennedy S-40.

## Paul, F. C.

Gomme S-650ff; Martel S-651f; Meen S-652.

## Peele Island

Burr S-565ff; Gomme S-565, S-567f.

## Pelletier, Gérard

Davis S-96, S-322.

## Pensions

Causley S-207, S-210; Davis S-192ff, S-208ff; Gilbertson S-205; Kennedy S-206; Lawlor S-212ff; Lewis S-208f; Martel S-191ff; Meen S-203, S-211f; Newman, B.

S-201, S-203f; Pitman S-201f; Reid, T. S-195ff, S-206; Renwick, J. S-208f.

## Perkins Institute

Knight S-477.

## Pesticides

Biggs S-84; Burr S-84; Gaunt S-22; Root 22; Stewart S-22.

## Peterborough District Co-operative Services

Stewart S-iii.

## Philadelphia

Deacon S-704.

## Philosophy of education

Davis S-220ff; Knight S-240ff; Lawlor S-225ff, S-241f; Newman, W. S-229; Pitman S-220ff, S-238; Reid, T. P. S-225, S-234f; Reid, T. S-235ff.

## Physical Health Education in the Intermediate Division

Reid, T. S-250.

## Pick, Mrs. Marie

Deacon S-702; Gomme S-702.

## Pickering

Gomme S-720; Pilkey S-719f.

## Pickersgill, John Whitney

Gomme S-706.

## Pitmans

Lewis S-376.

## Pollution Probe

Innes S-510.

## Pork (see Livestock, agricultural)

## Port Colborne

Adcock, H. W. S-625f; Biddell, W. S. S-624, S-626; Gomme S-579, S-623f, S-626; Haggerty S-579f, S-619, S-623ff, S-658, S-716; Martel S-512, S-523; McNab, A. T. C. S-624f; Morningstar S-522f, S-624.

## Port Dalhousie

Haggerty S-716.

## Port Dover

Haggerty S-716.

## Port Hope

Adcock, H. W. S-569.

## Port Robinson

Morningstar S-522.



## SUBJECTS—*Continued*

### Porter, Sylvia

Gaunt S-xcix.

### Poverty

Lewis S-471; Reid, T. S-465ff.

### Preuter, Ken

Abbey, David S-128; Davis S-123; Lewis S-138f.

### Price fixing

Makarchuk S-xxxvi; Stewart S-xiii, S-xxxvi.

### Prices, food

Deans S-19; Gaunt S-xcviif; Makarchuk S-35, S-72f; McNeil S-xcix; Ruston S-viii, S-74; Stewart S-74f.

### Princess Margaret Hospital Lodge

Reid, T. S-262.

### Priorities in education

Reid, T. S-133f.

### Production, agricultural

Biggs S-xlivf; Johnston, W. E. S-37; Kennedy S-40f; Makarchuk S-xf, S-xlv; Root S-xif; Ruston S-ix, S-42; Sargent S-40; Spence S-xiii; Stewart S-ixff, S-xiii, S-xv, S-44.

### Programme administration

Davis S-409f; Reid, T. S-409f.

### Provincial Secretary, Department of

Davis S-101; Lawlor S-101f.

### Public Relations (see Information services)

### Public Schools Act

Bullbrook S-461; Carruthers S-461; Davis S-461; Pitman S-460.

### Public Service Superannuation Fund

Davis S-213; Lawlor S-212f.

### Public Works Creditors Act

Gomme S-606.

### Public Works, Department of

Davis S-131, S-168, S-171f; Lawlor S-168; Lewis S-135; Nixon S-129, S-131.

### Publishing, educational

Davis S-374ff; Downer S-378; Johnston, W. E. S-375; Lewis S-374, S-376; Martel S-375, S-378; Newman, B. S-379.

### Pumphouse Gang, The

Davis S-174; Reid, T. S-174.

### Purdue University

Martel S-555.

### Quebec, province of

Bennett S-xlix; Davis S-98; Deacon S-703; Gaunt S-69; Gomme S-627; Innes S-xv, S-627; Paterson S-xlviii; Stewart S-9.

### Queen Elizabeth Way

Adcock, H. W. S-548; Bukator S-26; Deacon S-703; Deans S-527, S-524f, S-684ff; Gisborn S-689f, S-700f; Gomme S-621, S-686, S-690, S-700f, S-703, S-710; Haggerty S-33, S-579, S-619ff, S-658f; Kennedy S-40; Morningstar S-530; Sargent S-663.

### Rainy River

Stewart S-lxxv, S-cii.

### Raponi-Eastwood Paving and Construction Limited

Gomme S-674f.

### Reaman, Dr.

Root S-272.

### Recreation training

Davis S-500; Newman, B. S-500; Pitman S-502; Price S-499f, S-502; Smith, J. R. S-502.

### Regent Park School

Reid, T. S-134.

### Regina

Gomme S-520; Jessiman S-520; Martel S-513, S-520; Snow S-520.

### Registrar

Davis S-249; Pitman S-249.

### Reid, Mr. (DHO)

Martel S-605.

### Renfrew County

Johnston, W. E. S-lxi.

### Research, agricultural

Biggs S-84f; Burr S-84ff; Gaunt S-83f, S-86; Huntley, Dr. D. N. S-84f; Innes S-xvf, S-84; Makarchuk S-85f; Root S-xii; Ruston S-86; Stewart S-ix, S-xvi, S-85f.

### Research, educational

Abbey, David S-126f, S-132; Apps S-132; Davis S-122f, S-124f, S-130f, Lewis S-135, S-137; Martel S-123; Newman, B. S-162; Nixon S-129ff; Pitman S-124f, S-127f, S-155f; Preuter, Ken S-161; Reid, T. S-133, S-135.

## **Research, highway**

Adcock, H. W. S-547ff, S-552; Allan S-551; Gomme S-547, S-551ff, S-594f; Knight S-555; Martel S-520, S-551ff, S-594f; McNab, A. T. C. S-554; Meen S-548f; Newman, B. S-553f; Root S-555; Spence S-554; Whitney S-550f; Young S-547f, S-555.

## **Resources magazine**

Young S-555.

## **Richards, Dr.**

Gaunt S-81.

## **Richmond Hill**

Deacon S-721; Young S-708, S-713.

## **Ridgetown College of Agricultural Technology**

Huntley, Dr. D. N. S-80, S-83; Ruston S-78ff; Stewart S-13, S-77ff.

## **Ridgeway**

Gomme S-659; Haggerty S-658f.

## **Riverside High School**

Newman, B. S-286.

## **Roads, county**

Deacon S-662; Gomme S-516f, S-583f, S-662; Innes S-583; McNab, A. T. C. S-584; Ruston S-516f; Whitney S-682f.

## **Roads to Resources Commission**

Stokes S-517.

## **Roads, township**

Deans S-526; Gomme S-517f, S-522, S-526; Spence S-521f; Stokes S-517f.

## **Robert McAlpine Limited**

Gomme S-675f.

## **Robinson, R. B.**

Haggerty S-620.

## **Rogers, Ted**

Reid, T. S-301.

## **Ross, J.**

Reid, T. S-318.

## **Royal Ontario Museum**

Abbey, David S-159; Nixon S-130.

## **Royal Winter Fair**

Gaunt S-6, S-53; Hodgson, W. S-53; Makarchuk S-53; Ruston S-53; Stewart S-c, S-53.

## **Royal York Hotel**

Davis S-501.

## **Russell township**

Belanger S-653.

## **Ryerson Polytechnical Institute**

Davis S-497f; Pitman S-491, S-497; Renwick S-497f; Smith, J. R. S-479, S-497.

## **Ryerson Press**

Lewis S-270, S-377.

## **SACU**

Andrews, John S-165; Davis S-165f; Reid, T. S-165f.

## **SATO**

Andrews, John S-165; Davis S-165ff; Reid, T. S-165ff.

## **Safety, farm**

Stewart S-xcvf; Young S-xcivff.

## **Sahara Desert**

Burr S-35; Deans S-35; Stewart S-35.

## **St. Catharines**

Adcock, H. W. S-625; Haggerty S-619, S-623, S-658, S-716; Martel S-523; Morningstar S-523; Preuter, Ken S-163.

## **St. Charles**

Martel S-598ff.

## **St. Clair College**

Davis S-481, S-493; Newman, B. S-492f.

## **St. Clair Parkway**

Gomme S-537, S-616; Newman, B. S-537, S-615f.

## **St. Clair River**

Henderson S-xvii.

## **St. Lawrence River**

Biggs S-xvii.

## **St. Lawrence Seaway**

Adcock, H. W. S-625f; Bidell, W. S-624, S-658; Gomme S-623; Haggerty S-623ff, S-658; McNab, A. T. C. S-624f.

## **St. Michael's College**

Davis S-429.

## **Salaries and wages, agricultural**

Makarchuk S-xxxviii, S-lxii; Root S-xii.

## **Salaries and wages, educational**

Davis S-374; Downer S-374; Reid, T. S-95f; Smith, J. R. S-95.

## SUBJECTS—*Continued*

### San Francisco

Sargent S-710.

### Sanco Construction

Gomme S-602, S-609f, S-644, S-648; Martel S-602f, S-607ff, S-644, S-648.

### Saskatchewan

Gomme S-518; Jessiman S-514; Makarchuk S-7; Martel S-513ff, S-518ff; Stewart S-cii, S-9, S-11.

### Saver, Doug

Pitman S-385.

### Sawchuk and Peach report

Martel S-644f.

### Scandinavia

Young S-39.

### Schneider, Oscar

Stewart S-xcvi.

### Scholarships

Davis S-249; Pitman S-249.

### School boards, reorganization of

Davis S-260f; Pitman S-261f; Smith, G. E. S-250.

### School buildings

Davis S-131, S-135, S-188f, S-354, S-455f; Lewis S-135; Martel S-355, S-364; Newman, B. S-178, S-455f; Nixon S-131; Pitman S-178, S-186ff, S-354; Reid, T. S-364.

### School buses

Davis S-454; Pitman S-453f.

### School Guidance Worker

Downer S-373.

### School Progress

Pitman S-410.

### School teachers, training of

Apps S-132; Bullbrook S-380ff; Carruthers S-391; Davis S-164, S-353ff, S-363ff, S-375ff, S-380ff; Downer S-372; Flower, Dr. S-124; Johnston, W. E. S-376; Lewis S-376, S-388ff; Martel S-357ff, S-362ff, S-380; Meen S-392; Morrow S-367; Nixon S-129; Pitman S-155, S-353ff, S-383ff; Reid, T. S-164, S-358, S-364, S-371f, S-380; Smith, J. R. S-353.

### Seattle

Deacon S-721.

### Secondary schools

Davis S-99; Newman, B. S-99.

### Separate schools

Bullbrook S-97, S-434ff; Davis S-97f, S-422ff, S-430ff; Lewis S-428ff; Martel S-426, S-430, S-436; Pitman S-422, S-433, S-441; Reid, T. S-422, S-430ff, S-439; Smith, J. R. S-430.

### Separate Schools Act

Davis S-95; Martel S-95.

### Sex education

Davis S-264f, S-268; Knight S-265, S-268; Reid, T. S-264f.

### Shebandowan

Jessiman S-530.

### Sheep (see Livestock, agricultural)

### Sheppard, D. H.

Gomme S-707.

### Sheppard, Dr.

Davis S-193.

### Siegmiller

Gomme S-612.

### Signs, highway

Adcock, H. W. S-542f, S-547f; Bernier S-544; Deans S-542f; Gilbertson S-541f; Gomme S-542, S-544, S-580; Haggerty S-579; Innes S-544f; Martel S-543; McNab, A. T. C. S-544f; Root S-543f; Spence S-544, S-580; Young S-547.

### Silver Bardett

Lewis S-377.

### Simcoe

Makarchuk S-xlix, S-1ii; Stewart 17.

### Sir Wilfrid Laurier Collegiate

Reid, T. S-250.

### Skuce, Robin

Reid, T. S-183.

### Skyline Hotel

Davis S-412.

### Smith, Lancelot J.

Gomme S-660; Haggerty S-659f; Innes S-546; Kennedy S-40.

### Snell, Blanche

Preuter, Ken S-161.

### Social and family services, department of

Bennett S-xlix, Sli; Renwick, M. S-li.



## **Societies, agricultural**

Henderson S-xliii; Innes S-liii; Paterson S-liii; Spence S-liii; Stewart S-xliii, S-liii; Whitney S-liii.

## **Soil analysis**

Deans S-15f, S-18; Innes S-xv, S-xvii; Stewart S-xvi, S-16f, S-23.

## **Solminsky, Mr.**

Martel S-605.

## **Southwestern Ontario Beef Cattle Producers' Association**

Stewart S-13.

## **Soya beans**

Henderson S-xvii; Paterson S-xivf; Ruston S-ix; Spence S-xiiif; Stewart S-ixf, S-xv.

## **Spadina Expressway (see Allen Expressway)**

## **Specialization and diversification in agriculture**

Makarchuk S-7; Martel S-ci; Paterson S-xxxiii; Stewart S-xxxiii.

## **Speed (see Amphetamines)**

## **Spooner, Wilfrid**

Sopha S-630f.

## **Sports Illustrated**

Davis S-274; Pitman S-274.

## **Stamford Centre**

Bukator S-26.

## **Standards in education**

Bullbrook S-98; Davis S-98, S-100f; Dr. Flower S-124; Lawlor S-100f; Martel S-101; Morin S-98; Newman, B. S-99.

## **Star-Nell Construction**

Gomme S-609f, S-648; Martel S-603, S-607ff, S-648.

## **Steiger, David**

Davis S-466, S-473.

## **Stenographic services**

Makarchuk S-iv; Whitney S-iv.

## **Stoney Creek and Saltfleet News**

Gomme S-700.

## **Stouffville**

Deacon S-721.

## **Student aid**

Davis S-107; Huntley, Dr. D. N. S-80; Reid, T. S-107; Smith, G. E. S-78, S-80; Stewart S-78, S-80.

## **Student employment**

Gomme S-577; Newman, B. S-576f.

## **Student records**

Davis S-114ff, S-463; Pitman S-463; Reid, T. S-114ff.

## **Student travel**

Davis S-219; Reid, T. S-219.

## **Student unrest**

Reid, T. S-95.

## **Students, high school**

Apps S-132; Davis S-107; Reid, T. S-107.

## **Subsidies (see Grants-in-aid)**

## **Subways**

Gomme S-683f, S-694; Innes S-509, S-524; Newman, B. S-682; Sargent S-683f, S-694.

## **Succession duties (see Tax, inheritance)**

## **Sudbury**

Gomme S-633, S-644f; Martel S-599, S-643ff, Sopha S-629ff.

## **Superior Airways**

Gomme S-536; Stokes S-535f.

## **Supreme Court of Ontario**

Davis S-169; Lawlor S-169.

## **Swansea Construction Ltd.**

Gomme S-645ff; Martel S-645ff.

## **Sweden**

Burr S-85f; Stewart S-86.

## **Talbotville**

Innes S-524.

## **Talisman Resort Hotel**

Gomme S-666; Sargent S-666.

## **Tariffs**

Deacon S-17, S-20; Stewart S-44.

## **Tax, gasoline**

Gomme S-546; Innes S-546; Martel S-546f.

## **Tax, income**

Ruston S-viii.

## SUBJECTS—*Continued*

### Tax, inheritance

Gaunt S-46f; Root S-xii.

### Tax, property

Haggerty S-33; Howden, H. S. S-568f;  
Innes S-568; Kennedy S-40; Paterson  
S-xiv; Sargent S-40.

### Tax, school

Ruston S-ix.

### Taxation

Haggerty S-xxiv; Stewart S-46.

### Taylor, Douglas

Reid, T. S-265.

### Teachers Superannuation Act

Davis S-195, S-213; Lawlor S-213; Martel  
S-195; Reid, T. S-196.

### Technical education

Davis S-99f; Newman, B. S-99f.

### Teck township

Jackson S-636.

### Teeswater

Gaunt S-6.

### Telegram, The

Gaunt S-xcix; Gomme S-700; Reid, T.  
S-265.

### Telephone service

Bennett, R. G. S-51f; Gaunt S-52; Makar-  
chuk S-52; Ruston S-51f; Smith, G. E.  
S-52; Stewart S-52.

### Television (see also Television in education)

Davis S-275.

### Television education

Ben S-282f; Bullbrook S-337ff, S-349; Davis  
S-96, S-105f, S-282ff, S-304ff, S-311ff,  
S-316ff, S-320ff, S-329ff, S-345ff, S-378,  
S-401; Downer S-373; Ide, T. R. S-329f;  
Kennedy S-301f; Knight S-266, S-333f;  
Lewis S-378; Martel S-328, S-367; Meen  
S-314; Newman, B. S-350; Pitman S-260,  
S-292, S-297, S-303ff, S-323ff, S-340ff, S-348,  
S-352; Reid, T. P. S-320f, S-330; Reid, T.  
S-105f, S-295ff, S-311ff, S-316ff, S-320ff,  
S-335f, S-339, S-345ff, S-393, S-482; Smith,  
J. R. S-293, S-295, S-351; Yost, E. S-302ff.

### Testing, educational

Andrews, John S-166; Davis S-166ff; Reid,  
T. S-166ff.

### Texas Gulf Sulphur

Sopha S-630.

### They Went Exploring

Lewis S-270.

### Thomas, Alan

Reid, T. S-319.

### Thornlea Secondary School

Davis S-478.

### Thorold

Gomme S-623; Haggerty S-619, S-623;  
McNab, A. T. C. S-624; Morningstar S-522.

### Thunder Bay

Gomme S-657; Knight S-657; Preuter, Ken  
S-161f.

### Tijuana gold

Ben S-279.

### Tilbury

Henderson S-xvii.

### Time-Life

Lewis S-377; Pitman S-274.

### Times Educational Supplement

Davis S-348.

### Timmins

Sopha S-629ff.

### Tobacco and smoking

Ben S-279ff; Davis S-253ff, S-268, S-282ff;  
Lewis S-256f; Reid, T. S-250ff; Root  
S-272; Smith, J. R. S-255f.

### Tobermory

Gomme S-718; Sargent S-717f.

### Toll bridges

Gomme S-526, S-546; Innes S-526; Martel  
S-546; Morningstar S-526.

### Toronto

Adcock, H. W. S-569; Ben S-668; Biggs  
S-xxi; Deacon S-661, S-702ff, S-707f;  
Deans S-716f; Gomme S-634f, S-661, S-668,  
S-671ff, S-682ff, S-707, S-710f, S-717, S-720;  
Haggerty S-710; Howard, W. T. S-715;  
Innes S-509, C-524; Kennedy S-40; Martel  
S-163; Newman, B. S-682; Preuter, Ken  
S-163; Root S-20, S-721; Sargent S-683f,  
S-710f; Singer S-634f; Spence S-xiv;  
Young S-711ff.

### Toronto Daily Star

Gomme S-700; Reid, T. S-264, S-458;  
Stewart S-c.

## **Toronto-Dominion Centre**

Sargent S-710.

## **Toronto, University of**

Davis S-107, S-122, S-360; Lewis S-141;  
Nixon S-130; Pitman S-125, S-154;

## **Tourism and Information, Department of**

Gaunt S-xcii; Jessiman S-541.

## **Tourist Outfitters Association**

Gomme S-544.

## **Trade and Development Department**

Makarchuk S-xi, S-34; Ruston S-viii;  
Stewart S-50; Young S-27, S-39.

## **Trans-Canada Highway**

Adcock, H. W. S-539; Bernier S-538f,  
S-616, S-618; Gomme S-538f, S-595, S-627f,  
S-662; Hodgson, R. G. S-662; Innes  
S-626ff; Knight S-537f; Martel S-572,  
S-595, S-628; McNab, A. T. C. S-538; Root  
S-539.

## **Transport Department**

Gomme S-516, S-546; Innes S-509, S-546;  
Jessiman S-530f.

## **Transport Department (Canada)**

Haggerty S-716.

## **Treasurer's Department**

Stewart S-43.

## **Trent University**

Davis S-384.

## **Trinity College**

Pitman S-149.

## **Trobe, Ross E.**

Reid, T. S-167.

## **Trucking**

Innes S-509f.

## **Trustees, school**

Davis S-179ff, S-188; Reid, T. S-179ff.

## **Union of the Soviet Socialist Republics**

Martel S-552f; McNab, A. T. C. S-554;  
Root S-20.

## **Unions**

Ruston S-viii.

## **United Church of Canada**

Davis S-462; Pitman S-460.

## **United Kingdom of Great Britain and Northern Ireland**

Deacon S-7f; Gaunt S-48f; Innes S-xv,  
S-1f; Lewis S-142, S-376; Martel S-551f;  
Newman, B. S-554; Sargent S-40; Smith,  
G. E. S-73f; Smith, J. R. S-161f; Stewart  
S-3f; Young S-39.

## **United Nations Association**

Davis S-183f; Reid, T. S-183f.

## **United States of America**

Biggs S-xvii, S-21; Davis S-153; Deans  
S-19; Gaunt S-xcviif, S-21f, S-46; Hender-  
son S-xix; Innes S-xv, S-2; Lewis S-142,  
S-376; Makarchuk S-xi, S-35; Pitman  
S-144, S-149, S-172; Reid, T. S-164f, S-174;  
Root S-22; Sargent S-711; Spence S-xliif;  
Stewart S-x, S-xviii, S-xxiii, S-66.

## **University Affairs Department**

Huntley, Dr. D. N. S-83; Smith, G. E. S-80;  
Stewart S-80.

## **University faculty**

Davis S-108; Reid, T. S-108.

## **University Women's Club**

Kennedy S-271.

## **Upward Trail**

Lewis S-270.

## **Utter, Jerry**

Deans S-32; Stewart S-34.

## **VanNostrand**

Lewis S-377.

## **Venereal disease**

Davis S-263; Reid, T. S-263.

## **Vertical integration, agricultural**

Makarchuk S-xxv; Sewart S-xxv.

## **Veterinary services**

Quant S-76, S-78; Innes S-77f; Johnston,  
W. E. S-77; Makarchuk S-76f; Stewart  
S-76ff.

## **Vietnam**

Lewis S-377.

## **Vineland**

Deans S-18; Huntley, Dr. D. N. S-84;  
Stewart S-17.

## **Vocational education**

Davis S-96, S-101f; Lawlor S-101.

## **W5**

Lewis S-256.



## SUBJECTS—*Continued*

### Wallaceburg

Stewart S-xiii.

### Walpole Island

Lewis S-159.

### Ward, Mr.

Singer S-588f, S-593.

### Warren

Martel S-599, S-602.

### Warton, Dr.

Gaunt S-76.

### Washington (state)

Newman, B. S-554.

### Watchman-Warder

Young S-xciv.

### Waterloo

Root S-721; Young S-712f.

### Waterloo County

Young S-39.

### Weed Control Act

Innes S-49.

### Weeds

Gaunt S-22; Innes S-49; Stewart S-23, S-49; Young S-23.

### Weekend Magazine

Gaunt S-xcix.

### Welfare Council

Downer S-374.

### Welfare, department of

Bennett S-xlix, S-li.

### Welland

Adcock, H. W. S-625; Gomme S-623, S-625; Haggerty S-xxxvii, S-619, S-623, S-658; Martel S-512, S-523; Morningstar S-522f.

### Welland Canal

Adcock, H. W. S-625; Haggerty S-623ff; McNab, A. T. C. S-624f.

### Western Ontario, University of

Lewis S-141; Preuter, Ken S-163.

### Weston

Kennedy S-40; Young S-712f.

### What Culture, What Heritage?

Pitman S-149.

### Wilford, A. H.

Gaunt S-75.

### Williams, Robert C.

McNab, A. T. C. S-593; Singer S-588f, S-591, S-593.

### Wilson, Mr. Justice J. L.

Gomme S-651f.

### Windsor

Burr S-36; Gomme S-681f; Innes S-524f; Newman, B. S-681; Spence S-580; Stewart S-xviii.

### Windsor Star

Ruston S-80.

### Windsor, University of

Davis S-360; Preuter, Ken S-163.

### Wine

Gaunt S-83f; Huntley, Dr. D. N. S-84.

### Wingham High School

Gaunt S-82f.

### Winter Wheat (pamphlet)

Makarchuk S-lxii.

### Wolfe Island

Burr S-565ff; Gomme S-565, S-567f.

### Wolfe, Tom

Davis S-174; Reid, T. S-174.

### Woodruff, Mr.

Martel S-364f.

### Woodstock

Innes S-655; Stewart S-xviii.

### Workers' Educational Association

Pitman S-187.

### Workmen's Compensation Board, The

Henderson S-xl; Stewart S-xl, S-xcvf.

### World Highway Conference

Gomme S-540; Martel S-540.

### Xerox

Lewis S-377.

### York Club

Nixon S-129, S-131.

**York University**

Davis S-360; Reid, T. S-237.

**Yost, E.**

Davis S-313, S-317, S-321; Meen S-313f;  
Reid, T. P. S-333; Reid, T. S-311, S-313.

**Young Voyageur Program**

Davis S-219f; Reid, T. S-219f.

**Your Food Costs (pamphlet)**

Stewart S-75.

**Your Money's Worth in Food  
(pamphlet)**

Stewart S-75.

**Zwicker, Barry**

Lewis S-112.











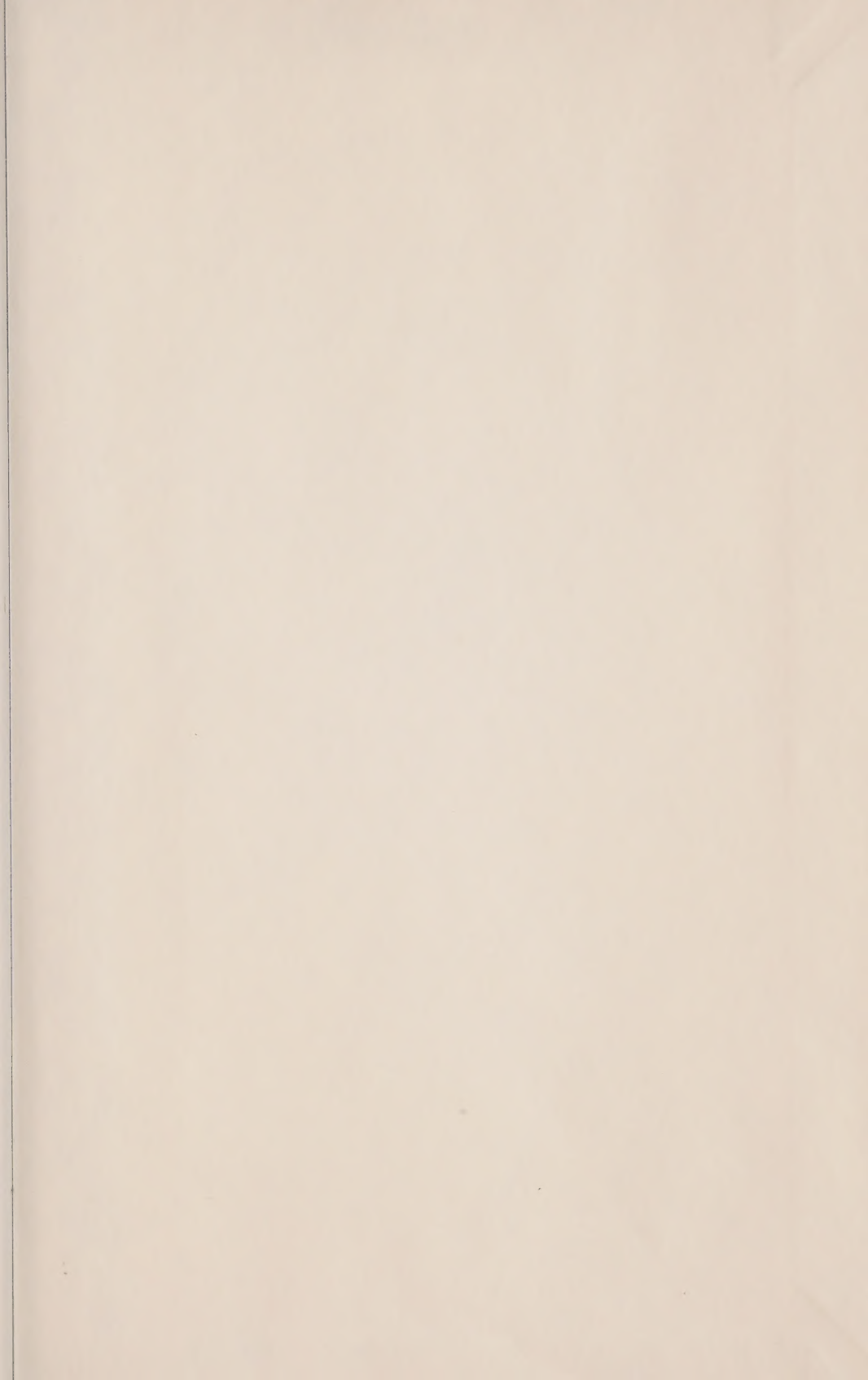














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